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ABSTRACT

This document reports oral and written testimony of witnesses at three Congressional hearings on eliminating illiteracy held in spring and summer, 1989. Witnesses included Senators Paul Simon, Howard Metzenbaum, Nancy Kassebaum, Strom Thurmond, Thad Cochran, and Orrin Hatch; Secretary of Education Lauro F. Cavazos; literacy program managers and volunteers; adults who have successfully completed literacy training; executives of companies who sponsor literacy programs; and others involved in the literacy movement. Testimony included information on the scope of the literacy problem in the United States and the effect of the problem on needs for future workers. It also described successful programs and proposed additional funding for more programs. (KC)

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ELIMINATING ILLITERACY

HEARINGS

BEFORE THE

SUBCOMMITTEE ON

EDUCATION, ARTS AND HUMANITIES

OF THE

COMMITTEE ON LABOR AND HUMAN RESOURCES

UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

ON

EXAMINING PROPOSED LEGISLATION TO COORDINATE AND STRENGTHEN EFFORTS AT THE FEDERAL, STATE, AND LOCAL AND PRIVATE AND NON-PROFIT SECTOR LEVELS TO CHALLENGE AND ELIMINATE ILLITERACY IN THE UNITED STATES

MAY 4, 18, AND JULY 10, 1989

Printed for the use of the Committee on Labor and Human Resources

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ELIMINATING ILLITERACY

THURSDAY, MAY 4, 1989

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES, OF THE
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The Committee met, pursuant to notice, at 9:40 a.m., in room SD-430, Dirksen Senate Office Building, Senator Paul Simon, chairman of the subcommittee, presiding.

Present: Senators Kennedy, Simon, Metzenbaum, Kassebaum, Thurmond, and Cochran.

OPENING STATEMENT OF SENATOR SIMON

Senator SIMON. The subcommittee will come to order.

I am very pleased to be here to hold a hearing on something that is extremely important to this country, that is the whole question of facing our illiteracy problems.

About eight years ago when I was in the House, we held the first hearings in the history of Congress on the question of illiteracy. But we have been able to make little headway. We have been able to get some money in the Library Services and Construction Act. We have been able to get a Literacy Corps with VISTA.

But we have really kind of dealt at the edges. We have really not had an assault on this problem. My hope is that we can develop an assault on this problem.

I have drafted legislation for discussion purposes, and I am looking forward to working with the Secretary of Education and others on this. I hope we can move ahead.

I mean no disrespect to all the other witnesses, including the Secretary of Education, but one of the witnesses we have today is a woman by the name of Gloria Wattles, who came to one of my town meetings, who stood up and just learned how to read and write. Before you leave, Mr. Secretary—she is right in back of you—I want you to meet her. But she stood up and said this is the first letter I have ever written. And she just told her story. We have to repeat that much more in our society. I hope we can make some progress.

[The prepared opening statement of Senator Simon (with an attachment), follows:]

PREPARED OPENING STATEMENT OF SENATOR SIMON

Good morning. I welcome each of my colleagues and each of our witnesses to this hearing. Today's hearing is the first in a series this year in this Subcommittee on

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illiteracy in our country and of the tremendous challenge we face in attempting to eliminate this problem.

While I welcome all of the witnesses hear today, I especially want to welcome the Secretary of Education Lauro Cavazos, along with one of my distinguished colleague's wife, Mrs. Harry Reid. I commend her for her fine work as chair of the task force on the future Nevada literacy coalition. In addition, I would also like to make a special mention of Gloria Wattles, who is here to testify about her personal experience in conquering illiteracy. I first met Ms. Wattles at a town meeting in Illinois when she stood up and read her first letter ever to describe her literacy work over the last few years that taught her to read and write. I know I speak for everyone today in commending her on this fine achievement. I plan to introduce a literacy bill that will spread success stories like Ms. Wattles and expand Federal efforts to combat this problem.

At least 23 million Americans lack the basic reading, writing and computational skills necessary to function effectively in our society. These are 23 million adults who cannot read a newspaper, read books to their children, read the labels on prescription medicine that they administer to their children or read employment advertisements. This same population may not exercise their right to vote and may fear riding public transportation to work.

An additional 45 million adults read with only minimum comprehension. The average American worker today must have skills at a ninth-to-twelfth grade level, not the 4th grade level that was typical after World War II. And these standards keep rising. While roughly 30% of the semi-skilled and unskilled workers are functionally illiterate, the number of professional jobs continues to increase as the unskilled positions continue to decrease. Only 10% of the new jobs created by the year 2000 will be in manufacturing.

These statistics only tell part of the story on the changing demographics on our future workforce. Blacks, Hispanics, Asians and other races will account for roughly 57% of the labor force growth from 1986 to the year 2000. If we add all women into this category, females and minorities will exceed over 80% of the work force growth rate. These are the same groups that have historically been disadvantaged. If we want a skilled, competitive labor force, we can no longer afford to ignore these groups, nor can be continue to disadvantage them.

Minorities dominate the pool of unwanted and increasingly unused labor, with an estimated 44% of Blacks and 65 % of Hispanics that are functionally illiterate. It is estimated that 75% of the unemployed are functionally illiterate, while 50% of the households classified below the poverty level can't read an 8th grade book.

I think there is also a direct correlation between illiteracy and crime—at least 60% ofinmates in State and Federal prisons could not read, write or do arithmetic at the 3rd grade level. Education and training are not inexpensive—we spent about $4200 a year to send a child to school—but the cost of not educating and training is a great deal higher. It costs about $14,000 a year to keep a prisoner in jail. The Pennsylvania State University estimates that the costs to our country on failing to educate and train disadvantaged young men and women for employment is $225 billion each year—in lost productivity, welfare payments and expenses related to crime prevention and the criminal justice system.

If one thing is clear, it is that the problem can be easily defined by these and numerous other startling statistics. It is the solutions to these problems that have been essentially ignored at the Federal level for far too long. The illiteracy elimination initiative I will introduce in the near future will expand existing effective programs—such as the Library Literacy Program and the VISTA Literacy Corps—and will provide new focus as well as increased funding to programs such as the Adult Education Act. It will establish a cabinet level council to coordinate literacy efforts at the highest Federal level, and will establish a National Center on Literacy to fund research and dissemination of information on the literacy problem. It will also increase funds for the workplace literacy program. It will also increase funds for the workplace literacy program and to provide funds for a challenge grant program to expand and increase public/private sector partnerships in fighting illiteracy.

I look forward to hearing the testimony of our witnesses today on this important issue.

THE POST-STANDARD/Thursday, March 23, 1989/PAGE A-9

Chrysler Uses Graphic Because So Many Can't Read: 'Bad Hood Fit'

WASHINGTON (AP) — So many Chrysler Corp. assembly line workers couldn't read the words "bad hood fit" on the button they were supposed to push when they detected an ill-fitting hood that the company had to replace the words with a graphic depiction, Chrysler Chairman Lee A. Iacocca said Wednesday.

Iacocca

Iacocca, urging business to do all it can to help President Bush become the education president, said he is "getting more scared every day" about the decline of American education.

"I thought it was bad, but I've found out it's really, really bad," he told a luncheon meeting of the National Association of Manufacturers.

As for the "bad hood fit" button, which workers were supposed to push to alert others to improperly aligned hoods as cars passed by on the assembly line, Iacocca said, "We had to replace that with graphics because the guys just couldn't handle those three monosyllables.

"If you don't have people who are smarter than the robots they work with, the game is over" in trade competition, Iacocca said, reminding his audience that Bush said he wants to be remembered as the "education president."

Iacocca urged business executives to demand higher standards of educational achievement and to support measures aimed at elevating the professionalism and status of teachers.

"We used to write our training material at Chrysler at the ninth- and 12th-grade reading levels," Iacocca said.

But "we found we were out of sync because a lot of people in the plants, and I mean a lot — I don't want to give you the numbers, it's frightening — they were only reading at the sixth-grade level, so we had to translate everything down.... Sometimes even sixth grade isn't enough."

Chrysler spends $117 million a year on training, 10 percent of it for elementary reading, writing and arithmetic. "You and I are spending more money teaching remedial mathematics to our employees than all the grade schools, high schools and colleges in the country are spending on mathematics instruction," Iacocca said.

In Detroit, only 75 percent of enrolled high school students attend class on an average day, and of the city's school budget, "only 30 percent goes to actual basic education, that's front-line teaching.... I inquired, what the hell is the other 70? 'Administration and support.' Support for what?"

Senator SIMON. Before we call on you, Mr. Secretary, let me call on the chairman of the full committee, who has been a leader not only in this area but in so many other areas that are important to the future of this country, Senator Ted Kennedy.

OPENING STATEMENT OF SENATOR KENNEDY

Senator KENNEDY. Thank you very much, Mr. Chairman.

I want to commend you for holding these hearings today and for the field hearings that you are holding in different parts of the country on the serious problem of illiteracy, and make a few observations.

Yesterday our full Senate Labor and Human Resources Committee heard dramatic testimony from the MIT Commission on our alarming lack of competitiveness in world markets. And one of the strongest recommendations was to invest more in education.

Today we lack the educated work force we need to compete, and the growing problem of illiteracy is a major cause of the problem. According to one estimate, 29 million adults, one out of every six people above the age of 18 cannot read the poison warning on a can of pesticide, a letter from their child's teacher, the headlines in a daily newspaper, or the First Amendment of the Constitution.

This week, when we have been observing the Bicentennial of the First Presidential Inauguration, we are reminded in the clearest of terms that our democracy cannot function with an illiterate population. Citizens must be able to participate. To do so, they must be knowledgeable about the world about them, understand how to vote for the people that represent them and communicate their ideas and needs.

Literacy Volunteers of America estimates a loss of $237 billion a year in earnings lost by those who lack basic learning skills. And the American Library Association tells us that functionally illiterate adults cost $224 billion annually in welfare payments, crime, job incompetence, and remedial education. These economic costs are real and they underscore that we have no alternative but to find ways to address the challenge.

We have begun to seek realistic and innovative answers. One program enacted last year is providing $5 million to colleges and universities across the country to establish a Literacy Corps. Students receive an academic credit for tutoring in schools, adult education programs, homeless shelters, and other community agencies where education programs are in place. This $5 million will generate two million hours of tutoring, which is worth $40 million, an eight-fold return on our $5 million Federal investment. Congress also authorized an important program in worksite literacy that is now getting off the ground.

I would mention to the Secretary, we have six colleges in the greater Boston area that now are giving credit to students who tutor. And each of those education programs is tied into their general academic credit; the cost of the administration tying that in is $25,000 a college. And that money has all been raised through the business community in Boston.

That was really based on a program that a fellow named Manasa got started in other schools, and about which Chief Justice Burger came over and testified in favor of, the first time—and the only time—Justice testified. And that program now is in the Department, Mr. Secretary, and we are very hopeful that we will have that move ahead so that we can get it started in other colleges around the country.

We have 11 million students in college, and I think one of the real challenges that we face is challenging them to give something back to the community. And I think this offers at least one of a number of different ways of trying to come to grips with it. I know that Chairman Simon has spoken of and supported many others.

But the Federal Government is not doing enough. And although we spend about $189 million a year fighting illiteracy, that amount serves only a small fraction of those who need assistance. We must find more effective and cost-effective ways to do more, and I look forward to these hearings.

I might say, Mr. Secretary, I am going to stay as long as I can. I do not know that I will be able to be here throughout the testimony. But in reviewing the testimony that you have, perhaps even during the testimony, you can address the fact that even though there is an 18 percent increase in the Adult Education Act State grant program, which would be commendable, but as I understand it, you raised the adult education State grants by $24 million but other literacy programs were cut by $21 million in real terms. We have to ask ourselves how much we are really gaining in terms of the battle if we are focusing on one program and yet cutting back on others such as the workplace literacy, the English literacy grants and library literacy, all of which as I understand are going to be eliminated.

So I hope we will have a chance either in your formal testimony or otherwise to address those.

I want to thank the Chair very much.

Senator SIMON. Thank you, Senator Kennedy.

Senator Cochran.

OPENING STATEMENT OF SENATOR COCHRAN

Senator COCHRAN. Mr. Chairman, thank you.

Let me commend you for beginning this series of hearings on the issue of literacy. I notice that we are also in our Committee this year reviewing the Library Services and Construction Act. Title VI of that Act provides programs under the jurisdiction of state library agencies to address problems of literacy in the states.

In the next few weeks, I plan to introduce a bill which would establish a model library literacy center in each state to be administered by the Library Programs Office of the U.S. Department of Education.

I am glad the Secretary is here this morning, and I hope we can get his reaction to an expanded use of libraries throughout our country in dealing with the problem of literacy. My hope is that at the local level we can have programs coordinated by state library agencies under the overall supervision of the Library Programs Office of the U.S. Department of Education.

This could include an advisory committee made up of representatives of the Governor's Office and other state officials as well as the local public television authority. Centers would be established within the state library agencies or public libraries. Funds would be available for equipment, library resources, training materials, and staffing for coordination and training purposes.

In addition, the centers would be eligible to receive contributions of reading materials, public television programs designed to train functionally illiterate adults, and computers and software for training purposes.

I think it is important to involve, to a greater extent than ever before, our public television resources in the literacy effort. They are already contributing substantial time in this regard through a number of individual programs. My bill would allow public television to produce literacy tapes which would be distributed through the library system for private viewing at home or in the libraries around the country.

I am looking forward to further exploring these ideas with representatives of the Department of Education. We have already begun that effort, and I thank you, Mr. Secretary, for making available people from your office to discuss those ideas with me. I hope we can have your continued cooperation and the support of this committee in trying to do something through the Library Services and Construction Act this year to expand our reach to deal with this very important national problem.

Thank you, Mr. Chairman.

Senator Simon. Thank you, Senator Cochran.

I would like to add that the effort that we now make in the Library Services and Construction Act grew out of just this kind of hearing. It became very obvious to me that people who cannot read and write will not walk into an elementary school. They will not walk into a secondary school. They will go into a library. We now appropriate about $5 million a year for the libraries in the nation for this purpose. I am glad we are doing that.

But in terms of the national need, it is a very, very small amount.

We are pleased to have Secretary Cavazos here. We are impressed—and let me just add I noticed in the press, there may be a little skirmish about who is going to be the spokesperson for education in this administration. As far as the members of the Senate are concerned, I am sure it is very clear. If the President speaks out, that is one thing. He obviously is the spokesperson for the Nation on everything. But beyond that, you are the spokesperson in the field of education, and we look forward to hearing from you today.

STATEMENT OF HON. LAURO F. CAVAZOS, SECRETARY, U.S. DEPARTMENT OF EDUCATION, ACCOMPANIED BY DR. KAY WRIGHT, DEPUTY ASSISTANT SECRETARY FOR ADULT AND VOCATIONAL EDUCATION

Secretary Cavazos. Thank you very much, Mr. Chairman, Members of the Committee. It is a privilege to be here. And I think it is a particularly interesting time inasmuch as yesterday we gave our assessment of the progress of the states performance in education. And the two hearings almost tie together. I do not know whether we planned it that way or not. But as you recall, of course, the assessment of the States' progress showed us standing still. And that assessment was not just based on SATs or ACTs. But if you look at all the factors in the Nation today, our national assessments, our dropout rates, or our literacy problems, all of these are part of the problem that we face in this Nation, and they all indicate that we have a long way to go as yet.

And I look forward to working with the Committee because we all have exactly the same goal of providing the best education possible for all of our citizens.

If I may, Mr. Chairman, I will read a very brief statement, and then I will submit for full coverage in the record a longer statement.

Senator SIMON. The full statement will be entered in the record.

Secretary CAVAZOS. Thank you, sir.

Mr. Chairman and Members of the Committee, I appreciate this opportunity to appear before you today to discuss the problem of illiteracy in this Nation and how it can be overcome. I am pleased to have with me Dr. Kay Wright, who is the Deputy Assistant Secretary for Vocational and Adult Education, and who is really our expert on adult literacy. We look forward to working with this Committee to search for ways to enhance our current efforts in this area.

We are all in agreement that too many adults in our society today continue to suffer from illiteracy. While there is disagreement over the precise definition of literacy, we know a great deal more about the nature of the problem. In 1975, the adult performance level study of adult functional competency reported that approximately 20 percent of our adult population is functionally incompetent in the basic skills. This is reflected in the inability of these adults to read job notices, locate needed services, or to read instructions.

In 1972 the Census Bureau's English Language Proficiency Survey showed that the number of illiterate adults age 20 and over in the United States is between 17 and 21 million. One—third of these adults were born abroad. Nearly all of this group speak a language other than English at home. One-third of these adults are age 60 or over.

Of the English-speaking adults who are classified as illiterate, 70 percent are school dropouts. I might point out that is a 1982 figure. We estimate now that the number is around 27 million illiterates in this Nation today.

The illiteracy problem is not confined to the older adults and the foreign born. In 1986, the national assessment of educational progress reported on the literacy levels of young adults age 21 to 25 and found that only a small percentage can adequately perform the more complex and challenging tasks that are critical to our Nation's continued economic growth.

This evidence presents a bleak picture of the problem facing us. Reducing illiteracy will require a more concentrated effort on our part and from all members of society. And let me briefly outline some of the current activities in the Department.

Since the initial authorization of the Adult Education Act in 1965, the Adult Education State Grant Program has been the primary Federal vehicle to combat illiteracy. In 1988 an estimated 3 million adults were served with this program, receiving instruction in adult basic education, English as a second language, or adult secondary education.

In order to expand services under this program, the Administration has requested $161 million for fiscal year 1990, an 18 percent increase over the fiscal year 1989 level. We believe that this important program should continue as a centerpiece of Federal literacy efforts.

There are, however, several other education programs that provide literacy services. The Literacy Training for Homeless Adults program provides grants to states to provide literacy training to people living in homeless shelters.

Family literacy education has recently become an area of special interest as we seek to break the cycle of inter-generational illiteracy. In 1989 the Even Start Program will provide grants to eligible school districts to operate projects that provide educational services to parents of children under seven years of age who live in Chapter I-eligible school districts. This program is designed to help parents become full partners in the education of their children and assist children to reach their full potential as learners. The family literacy model is also an important part of our bilingual educational program.

Workplace literacy education is another element of our efforts to eliminate illiteracy. The workplace literacy partnership grant program provide funds for joint projects between educators, private sector businesses, and labor organizations to train workers in basic skills.

The English Literacy Grant Program provides grants to states to establish, operate and improve English literacy programs for individuals of limited English proficiency.

The Library Literacy Program provides grants to local public libraries, to state library administrative agencies to coordinate plans and to operate new library literacy programs.

The new Student Literacy Corps program will help to increase the supply of volunteer tutors. In 1989, we anticipate that 100 grants will be made to institutions of higher education to operate volunteer tutor projects in public community agencies, and to offer courses to train students in literacy tutoring. Participating students will be required to tutor at least six hours per week. This program promises to tap an important new source of literacy tutors.

The Department has developed a major research and evaluation effort to answer some of the questions that are important about illiteracy and literacy education. We are undertaking a multiyear assessment of adult literacy in the United States, and we will have that report ready for the Congress by 1993.

The Department is also currently planning a major long-term study of adult education programs and participants. This study will provide valuable nationally representative data describing adult education programs, and is expected to yield information on the most effective techniques for reaching the adult illiterate population. Work will be completed and the final report published in time to provide information for the next reauthorization of the Adult Education Act of 1993.

Aside from this array of literacy programs, we have sought to improve coordination of literacy activities, both at the Federal level as well as in the private sector. We have these ongoing literacy programs and activities both under the Department of Education and the other Federal agencies, and we have been working very hard to coordinate our efforts to increase literacy and to work with the other agencies.

Recently I met with Secretary Dole and Secretary Sullivan to make sure that our efforts are coordinated in this area. At that meeting we pledged our respective staffs to work closely to implement the new Job Opportunity Basic Skills program mandated by the Family Support Act. We hope that adult educators, vocational education instructors, welfare administrators and job training administrators will direct and operate projects under JOBS that will emulate our example.

In addition to the literacy program for adults, the Department of Education has many programs designed to prevent adult illiteracy by improving the literacy education of America's youth. I believe that the key to eliminating adult illiteracy in the next generation lies in improving the education of all of our children from the very beginning.

And I would like to conclude by recognizing the work done on behalf of literacy by our Nation's First Lady, Barbara Bush. For many years, Mrs. Bush has devoted countless hours to raising public awareness about America's literacy needs and supporting literacy programs throughout the Nation. I know that all of us in this Nation are grateful to her for the work that she has done in the area of literacy.

This brings a close to my formal remarks. And I would be glad to answer whatever questions you might wish, Mr. Chairman and Members of the Committee.

[The prepared statement of Secretary Cavazos follows:]

PREPARED STATEMENT OF SECRETARY CAVAZOS

Mr. Chairman and Members of the Committee:

I appreciate having this opportunity to appear before you today to discuss the problem of illiteracy in this Nation and how it can be overcome. I am pleased to have with me today Dr. Kay Wright, Deputy Assistant Secretary for Vocational and Adult Education, who is our expert on adult literacy. We look forward to working with the Committee to search for ways to enhance our current efforts in this area.

We are all in agreement that too many adults in our society continue to suffer from illiteracy. While there is disagreement over the precise definition of literacy, we know a great deal about the nature of the problem.

- In 1975, the Adult Performance Level study of adult functional competency reported that approximately twenty percent of our adult population is functionally incompetent in the basic skills. This was reflected in the inability of these adults to read job notices, locate needed services, and read instructions.
- In 1982, the Census Bureau's English Language Proficiency Survey showed that the number of illiterate adults, aged 20 and over, in the United States is between 17 and 21 million. One-third of these adults were born abroad; nearly all of this group speak a language other than English at home. One-third of these adults are age 60 or over. Of the English-speaking adults who were classified as illiterate, 70 percent are school dropouts.
- The illiteracy problem is not confined to older adults and the foreign-born. In 1986, the National Assessment of Educational Progress reported on the literacy

levels of young adults, aged 21 to 25, and found that only a small percentage can adequately perform the more complex and challenging tasks that are critical to our Nation's profoundly illiterate, lack higher-level skills needed to compete in a technically sophisticated environment.

This evidence presents a bleak picture of the problem facing us. Reducing illiteracy will require a more concentrated effort on the part of society. Let us briefly discuss some of our current activities at the Department of Education and what we believe should be done to improve the Department's efforts.

Since the initial authorization of the Adult Education Act in 1965, the Adult Education State grant program has been the primary Federal vehicle to combat illiteracy. In 1988, an estimated three million adults were served through this program, receiving instruction in adult basic education, English as a second language, or adult secondary education. In order to expand services under this program, the Administration has requested $161 million for fiscal year 1990, an 18 percent increase over the fiscal year 1989 level. We firmly believe that this important program should continue as the centerpiece of Federal literacy efforts.

There are, however, several other smaller Education Department programs that provide literacy services. The literacy training for homeless adults program provides grants to States to provide literacy training to people living in homeless shelters. This training, in combination with a variety of other support services, is designed to help the homeless gain the basic skills necessary to live independently.

Family literacy education has recently become an area of special interest as we week to break the cycle of intergenerational illiteracy. In 1989, the new Even Start program will provide grants to eligible school districts to operate projects that provide educational services to parents of children under 7 years of age who live in Chapter 1—eligible school districts. We anticipate making 78 awards this year for projects that will use the family literacy model to integrate early childhood education and adult education for parents into a unified program. We hope this program will help parents become full partners in the education of their children and assist children to reach their full potential as learners.

The family literacy model is an important part of our bilingual education programs. In 1989, we anticipate that 41 Family English Literacy projects will teach English to limited English proficient adults and out-of-school-youth. Preference is given to the family members of children participating in bilingual education programs. We plan to continue this level of activity in 1990.

Workplace literacy education is another element of our efforts to eliminate illiteracy. The workplace literacy partnerships grant program authorized by the Adult Education Act provides funds for joint projects between educators and private sector businesses and labor organizations to train workers in the basic skills they need to retain their jobs, increase productivity, or advance their careers. In 1989, we expect to fund 45 workplace literacy projects. We anticipate that the States will adopt the most successful models of workplace literacy partnerships for funding through the adult education State grant program.

The English literacy grant program, newly authorized under the Adult Education Act, provides grants to States to establish, operate, and improve English literacy programs for individuals of limited English proficiency. Grants will be made under this program for the first time in 1989.

The library literacy program provides grants to local public libraries and to State library administrative agencies to coordinate, plan, and operate library literacy programs, to acquire materials, and to promote volunteer literacy tutoring. Since its first year of funding in 1986, this program has provided training for 15,000 volunteer tutors who have worked with nearly 25,000 persons in need of literacy training.

The new student literacy corps program, authorized by P.L. 100-418, the Omnibus Trade Act of 1988, will help to increase the supply of volunteer tutors. In 1989, we anticipate that 100 grants will be made to institutions of higher education to operate volunteer tutor projects in public community agencies and offer courses to train students in literacy tutoring. Participating students will be required to tutor at least six hours per week. This program promises to tap an important new source of literacy tutors.

In addition to these programs that fund literacy services and tutor training activities, the Department has developed a major research and evaluation program designed to answer some of the most important questions related to illiteracy and literacy education.

In response to a mandate contained in the Hawkins-Stafford Amendments, the Office of Education Research and Improvement is undertaking a multi-year assessment of adult literacy in the United States. This assessment will use methodology similar to that of the 1986 NAEP Young Adult Survey to produce estimates of the literacy skills of adults in the United States. Work will be completed and a final report made to the Congress in 1993.

The Department is also currently planning a major longitudinal study of adult education programs and participant outcomes. This study will provide valuable nationally representative data describing adult education programs and is expected to yield information on the most effective techniques for reaching the adult illiterate population. Work will be completed and a final report published in time to provide information for the next reauthorization of the Adult Education Act in 1993.

Aside from this array of literacy programs, we have sought to improve coordination of literacy activities both in the Federal government and in the private sector. The Adult Literacy Initiative was created by President Reagan in 1983 to promote increased, improved, and better-coordinated literacy activities throughout the Nation. The Initiative has been especially successful in fostering private-sector involvement in literacy programs.

These ongoing literacy programs and activities, both within the Department of Education and in other Federal agencies, provide us with a new opportunity to coordinate efforts to raise literacy and basic skills levels of Americans. To achieve this end, I recently met with my colleagues, the Secretary of Health and Human Services and the Secretary of Labor, to discuss ways to enhance the coordination of welfare, vocational and adult education, and job-training programs to improve the quality of services for the disadvantaged. In example, we pledged our respective staffs to work closely in implementing the new Job Opportunities-Basic Skills (JOBS) program mandated by the Family Support Act. We hope that adult educators, vocational instructors, welfare administrators, and job training administrators who direct and operate projects under JOBS will emulate our example.

We have also been working closely with the Department of Labor in the past year to facilitate coordination between the Jobs Corps centers and State and local adult education programs. We believe this effort has fostered more joint staff training and resource sharing, better services to homeless adults, more participant referrals, and more involvement by local Jobs Corps centers in adult literacy initiatives.

In addition to literacy programs for adults, the Department of Education has many programs designed to prevent adult illiteracy by improving the literacy education of America's youth. Rather than discussing in detail each of these many programs, let me simply note that the key to eliminating adult illiteracy in the next generation lies in improving the education of all our children.

I would like to conclude my remarks by recognizing the wonderful work done on behalf of literacy by our nation's First Lady, Barbara Bush. For many years, Mrs. Bush has devoted countless hours to raising public awareness about America's literacy needs and to supporting literacy programs throughout the nation. I truly believe that because of her, much more attention is being paid to this critical problem. Mrs. Bush has been especially helpful in emphasizing that our literacy problems cannot be solved by government alone, and that the private sector must be a full and active partner in all literacy efforts for adults and children. Through the recent creation of the Barbara Bush Foundation for Family Literacy, Mrs. Bush has also lent strength to the Department's efforts to confront the disturbing intergenerational effects of poor basic skills. I know I speak for each member of this Committee, as well as Americans across the nation, in thanking the First Lady for her fine work.

This brings my formal remarks to a close. I would be glad to answer questions at this time.

Senator **Simon**. Thank you, Mr. Secretary.

I am pleased to have Senator Metzenbaum join us.

Do you have an opening statement before we get into questions?

OPENING STATEMENT OF SENATOR METZENBAUM

Senator **Metzenbaum**. Very briefly, Mr. Chairman.

I must confess how pleased I am to see the concern that is being evidenced by the White House, unquestionably by reason of the President's wife's involvement and concern. Some months ago, I guess almost a year ago, I started indicating concern that I thought we could do much with respect to literacy in this country through the national TV media. And one of the national networks has already indicated their willingness to participate, cooperate, and to discuss the matter with Barbara Bush. She had a few of us down to the White House, to talk about it and indicated her willingness to try to help.

I believe that we can use the national media. I think they have a sense of responsibility to do something about it. I think we can provide the programming. And what pleases me so much is that there is a sense of going forward.

Elizabeth Dole had another meeting down at her offices and everybody is on board, with this kind of Congressional concern, leadership of the White House and their entire team, Mr. Cavazos' involvement, and the Secretary of Labor's involvement. I think that we may start to make some headway on these millions of Americans who at this moment are illiterate.

I commend you, Mr. Chairman, for taking a leadership role here in the Congress, and you have my pledge of support and assistance in every way possible.

Senator **Simon**. Thank you very much, Senator Metzenbaum.

Let me add that Senator Pell would be here, but he is chairing a Foreign Relations hearing on the USIA authorization.

While we are paying tribute to people, let me also join in paying tribute to Barbara Bush, and also one of your predecessors, Ted Bell, who really took an interest in this area. I am grateful for that.

You had your report yesterday that you referred to where you said we are just kind of standing still, we are not making the progress that we ought to be making. Have you—or maybe I should ask Dr. Wright—have you had a chance to look at the proposal that I have made in terms of whether this is going in the direction or what modifications you would like to see? You outlined the problem in very stark terms, but somehow we have to apply the resources to that problem if we are going to solve the problem.

Secretary **Cavazos**. Mr. Chairman, if I may respond, then I will ask Dr. Wright to follow up with her comments. I really feel that if we are going to succeed in turning around these numbers that I talked about yesterday, it has to be through a long-term effort. It needs to start very, very early. That is why the Even Start is an important part of this process, as well as, the strengthening of our Chapter I program as we proposed, and some of the other things that we are doing.

I am looking at it as a long haul. In other words, to prevent adult illiteracy, obviously the best way to do it is to get them while they are still young. I want to review your proposal, Senator, look at the details of that proposal, and to try to understand how we can work together so that the goals that you and I have, and our Department and this Nation have, about illiteracy can be more effectively served so that we can educate everyone.

Therefore, we will certainly examine those concepts and try to evaluate where we stand on that bill.

Would you like to follow up on that, Kay?

Dr. **Wright**. I would just say we have not had an opportunity to study your bill yet, and we look forward to being able to do so and sharing our thoughts with you as to how we can work together very effectively.

I might say that we have a definitional problem, as I am sure you are aware, with the term literacy in that it is a moving target.

At this point, business, industry, the employment sector is telling us that our people have to have higher-level skills than ever before. And so the present work force who is not what I would term illiterate is, however, in need of upgrading. So we have a wide range of ability levels that we are going to be working with from the nonreaders to those who are functioning in positions now but will need to be upgraded and retrained.

Senator **Simon**. No question about that. I would just add *Fortune* did a survey of the top 500 CEOs of the country, Fortune 500. Eighty-six percent said they feel we have a major problem in public education in this country.

We are eager to work with you. If we can avoid confrontation on this, obviously it is in everyone's best interest. This ought to be a bipartisan thing if anything is, and I hope we can work together with you. Senator Cochran just mentioned an idea that I hope we can get hold of, too.

I know that you are under some time constraints and so are my colleagues. I will, with Senator Cochran's permission, call on Senator Kennedy first, the Chairman of the Full Committee.

Senator **Kennedy**. I appreciate it.

Mr. Secretary, in these programs where you mention the adult education state grants, they would go from $136 million up to $160 million, and as you pointed out, that is an 18 percent increase, but you also eliminate the Workplace Literacy Program, the English Literacy Grants, Library Literacy, and that is almost the total amount of money.

Some of those programs have only been in effect a year, maybe even two.

Have they done an evaluation of those programs? What was the reason that you felt they ought to be eliminated?

Secretary **Cavazos**. These were basic grants, and as you point out, they have been in place only a couple of years. We felt by shifting and giving a little more flexibility to the states to utilize those dollars that we could serve a little better. We are trying overall to restrict our bureaucracy and to try to get the dollars back into the states and not have so many constraints on what the States can do with those dollars. We have called it a little bit of academic deregulation, I presume, giving more flexibility to the states to use these dollars and not be quite as restrictive.

Dr. **Wright**. This is the first year that the workplace literacy projects are in place, and we have a second year coming up. The grant announcements will be in the Federal Register this summer. Competition will be keen, I am sure, again. We had over 300 applicants for the workplace literacy projects the first year.

In each project there is an evaluation component, but each project is very different. So we are going to be looking at the ways that they structure the program, the numbers of people that they are serving, and the accomplishments in each program.

This year we have 37 projects, and we would anticipate funding an additional 45 to 50 in the next year.

We look at these projects as demonstration projects, and that is why it is not contained in our budget request for 1990. We would like to have the states take a look at these projects, and we will be distributing information about their success and the partnership efforts that have resulted between businesses and educators. We hope that after two years the states can take a look at some of these very successful projects and decide if they want to do similar projects themselves.

Senator KENNEDY. Well, but then the program is effectively eliminated.

I think all of us realize that meeting the challenge of illiteracy is going to take a variety of different ways of trying to come to grips with it. As I understand it, if you take the 1990 request—even under President Bush, you know, we heard a great deal about the battle against illiteracy last fall—and if you take what has actually been requested, it is basically the same budget in terms of dollars. It is shifted around a bit.

But last night you said the problem of illiteracy scares you to death on national television. Well, you cannot read this budget and think that it does very much in terms of where the Administration's commitments are because it is basically not even a current services program.

And, again, money is not the answer to everything, but I would think that when the Secretary of Education says it scares you to death, and the President spoke not only about the "education Presidency" but spoke throughout about the problems of illiteracy, and effectively, you do not have any increase whatsoever, that sends some kind of message to people.

These budgets were set up, Mr. Secretary, prior to the time that you were there. But you certainly were there at the time they made the second budget, the Bush budget. But nonetheless, I think we have to put that right out on the record.

I do not know if you want to comment, and then I have just one further question.

Secretary CAVAZOS. Okay, it will be a very, very brief comment.

Certainly I think the effort has to come from everybody. And when I say that it scares me to death, I look at this data and the problems we face, and part of our job is, sure, trying to fund these efforts as best we can with the constraints that we have in all of our budgets. But it is not just a Federal problem. It is a problem that really needs to be dealt with at every level, and I think part of our job, therefore, is to expand the Nation's awareness of the problem. That is why I appreciate so much the leadership of this Committee calling attention to our problem, really saying to the people of the Nation, here is a serious problem, and it is not just a problem of Washington, DC, it is a problem of our entire Nation, and let us find ways to work together. And I pledge that I will work together with this Committee and others to try to solve the problem.

Now, looking at the President's initiatives that he proposed to the Education Act that was submitted recently, if you examine those, most are targeted to children, trying to direct resources at that earlier time. These are new initiatives that I really believe will have the long-term laudatory effect of turning those issues around.

So, Senator, we share with you the same concern about what we can do in these areas, and we just have to keep working together.

Senator Kennedy. Well, we are talking about in Jonathan Kozol's book of increasing illiteracy by 1,800,000 a year. The problem is getting worse, not better. And to go along with business as usual is something that I agree with you, I do not think the country can stand.

Finally, I would hope on our Literacy Corps program, you might check up on how things are moving over there in the Department. I understand last fall we were told that the Department planned to prepare a zip-pack application to facilitate grant procedures rather than promulgating formal regs. And then in January we were told there had been some delays but that you were now sending the packet to OMB for review, and would announce grant availability in early March with a mid-May application deadline. At the end of February, we were told that the packet had just gone to OMB for review, and as of April 21 it was still there. I have seen your April 25 notice seeking readers, but still no grant announcements, and mid-May is around the corner.

So would you write to me or get a note up to us——

Secretary Cavazos. All right, we will be pleased to.

Senator Kennedy. If you would please, just about where that is going, because we will lose an academic year obviously.

Thank you.

Secretary Cavazos. Thank you.

Senator Simon. If I can just take the prerogative of the Chair and add one comment. We do not expect you to sit there and say you disagree with the Administration. What we do want you to do—and Ted Bell was a good example—inside, fight for every dollar you can get for the cause of education. That is what we are looking for.

Senator Kassebaum has joined us. We are pleased to have you here.

Senator Kassebaum. Thank you, Mr. Chairman.

I will defer to you—have you asked questions?

Senator Simon. I have. Senator Metzenbaum has not.

Senator Kassebaum. All right.

Thank you, Mr. Secretary.

Mr. Chairman, I have a quotation that I thought you might enjoy, being a newspaper man. I am sure you know it. Thomas Jefferson once noted: "If it were left to me to decide whether we should have a government without newspapers or newspapers without government, I should not hesitate a moment to prefer the latter, but it should mean that every man receive those papers and be capable of reading them."

I am sure you would agree.

Senator Simon. I would agree. And today he would say "every man and woman". [Laughter.]

Senator Kassebaum. Well, I was merely addressing the generic.

My apologies, Mr. Secretary, for arriving late. Perhaps you have touched on this, but I would like to ask you, if we are talking about coordination at the Federal level, how do we assure that it happens at the state and local level as well?

Secretary Cavazos. Well, thank you very much, Senator. I am delighted to be here with you today and to share these thoughts.

First of all, I think looking at it from kind of a global view over here, our efforts in the Department are three-pronged. There is technical assistance that we can certainly do in these demonstration projects, inter-agency coordination, and research.

And so I think that the major job that we can do there is again to point out to the states what works and try to follow up with them in terms of what are solid programs.

Kay, do you want to talk a little bit about some of the programs?

Dr. **WRIGHT**. Yes.

Senator **KASSEBAUM**. I am sorry, were you speaking about this when I came in? Were these some of the model projects you were mentioning?

Secretary **CAVAZOS**. No, we have not touched on them.

Dr. **WRIGHT**. At the Federal level we have been working very closely with the Departments of Labor and Health and Human Services, particularly in light of the new Welfare Reform Act, and working with the JOBS program, the Job Opportunity/Basic Skills Program.

And as the three agency people have met together, we have determined that we can provide some technical assistance to states in implementing the new Welfare Reform Act and also in coordinating all of these programs that are dealing with the same population.

We in the Education Department have conducted regional workshops in four regions of the country. We have invited the state directors of adult education and their HHS counterparts, we are putting them in communication with one another and hoping that through getting acquainted with one another and becoming very familiar with the programs that are available in each agency, that this sort of coordination will be coming from the Federal, through the state, to the local level.

Senator **KASSEBAUM**. And you will be monitoring these efforts——

Dr. **WRIGHT**. Yes, we will.

Senator **KASSEBAUM** [continuing]. From here, through the States?

Dr. Wright. Yes, we will.

Senator **KASSEBAUM**. I believe you say in your testimony that the first one of the projects will be undertaken in 1989. Is that correct?

Dr. **WRIGHT**. Are you talking about the workplace literacy projects?

Senator **KASSEBAUM**. Yes.

Dr. **WRIGHT**. The workplace literacy projects are in the first year of operation, yes.

Senator **KASSEBAUM**. So there are some that are already in operation?

Dr. **WRIGHT**. Up and running, yes, 37 of them.

Senator **KASSEBAUM**. Have you analyzed yet the success of those efforts?

Dr. **WRIGHT**. We do not have an evaluation at this time because the programs really got started in January.

Senator **KASSEBAUM**. This January?

Dr. **WRIGHT**. This January. So they have not had a long enough time to operate to be evaluated.

Senator **KASSEBAUM**. But——

Dr. **Wright**. We are monitoring them and working with them in providing technical assistance to them.

Senator **Kassebaum**. Is the participation significant?

Dr. **Wright**. Oh, yes, it is. We had a lot of interest in this grant program. We had over 300 applicants for the 37 grants that were awarded. Not only that, it stimulated a lot of conversation between the business sector and the education sector, which was very healthy.

The people started talking and realizing that we shared problems, we needed to share resources, ideas, and form partnerships to work together. So it did spur on a lot of good activity.

I might state that we are working with Kodak to put on a national workplace literacy conference as a result of some of this dialogue. We are working with Motorola and with the National Alliance of Business, with ABC/PBS. I could go on and on. But a lot of that was stimulated through this workplace literacy project.

Senator **Kassebaum**. Do you tap into, say, the high schools in order to get some recommendations—because there are high school graduates who are coming through who really are not literate. It seems to me that would be a good referral service rather than waiting until they try to get into the job market.

Dr. **Wright**. Absolutely. That is something that we are addressing in the Administration's proposal for Perkins reauthorization in vocational education, in particular, to make sure that the students who are going through the secondary vocational programs prior to entry into the world of work are prepared. And by that we mean strong basic skills and strong work ethic and those things that will enable them to succeed if they enter the field of work right after high school.

Senator **Kassebaum**. Thank you, Mr. Chairman.

[The prepared opening statement of Senator Kassebaum follows:]

Opening Statement of Senator Nancy Landon Kassebaum

I am pleased to have the opportunity to participate in today's hearing on "The Challenge of Eliminating Illiteracy." Thomas Jefferson once noted that "Were it left to me to decide whether we should have a government without newspapers or newspapers without government, I should not hesitate a moment to prefer the latter. But I should mean that every man . . . receive those papers and be capable of reading them."

Jefferson may well have been ahead of his time in defining this standard of literacy. Even 100 years after he penned these comments, the basic test of a person's literacy was whether he was able to sign his name. Over time, we have substantially broadened our concept of literacy to capture the notion that there is a basic level of reading, writing, and comprehension skills which is required for a person to function effectively in daily life.

Defining this basic level is difficult to do with any precision, and a number of definitions have been put forward. In 1987, the National Assessment of Educational Progress (NAEP) found in a study of 21- to 25-year-olds that 94 percent can read above the fourth-grade level. At the same time, only 37 percent of this group could determine the main argument presented in a newspaper column.

In many respects, the NAEP findings are optimistic in comparison with other literacy studies. Estimates of the number of illiterate Americans range anywhere from 23 to 78 million people. Whatever the truth, it is clear that combatting illiteracy does present an important and substantial challenge. We live in an increasingly complex society where both the quality of work and the quality of life are dependent upon comprehension of the written word. Yet, for far too many Americans, it is a daily struggle to read and understand bus schedules, application forms, notes from school, or safety instructions.

Significant efforts have been made to reach these individuals. Certainly, First Lady Barbara Bush—among others—is to be commended for her personal efforts to combat illiteracy and to highlight the importance of this effort. In addition, this is an area in which Senator Simon has had a longstanding interest, and I commend his efforts to bring this issue before the subcommittee through this hearing.

The task is particularly difficult because a large portion of our illiterate population is comprised of drop-outs or immigrants who fall beyond the ready reach of our school system. "The nation's report card" released by Secretary Cavazos yesterday showed that our 1987 national high school graduation rate barely exceeded 71 percent. Clearly, our work is cut out for us.

I look forward to hearing from today's witnesses as to how we might best address the job ahead.

Senator SIMON. Senator Metzenbaum.

Senator METZENBAUM. Mr. Secretary, I am sort of shocked by these figures. I do not think I was aware of them before I came to the meeting and Senator Kennedy pointed out that for 1990 there would be zero for workplace literacy, as far as requests are concerned, zero for English Literacy Grants, zero for Library literacy, $5 million for Student Literacy Corps. The total amount in the area of literacy $192 million.

Mr. Secretary, you have got to have a President who is sympathetic to this issue. I would like to urge you that at the next Cabinet meeting, you speak up and say to him, "Mr. President, if we are going to do something about literacy in this country, we need substantial dollars." Every member of the Cabinet is going to turn and say you are absolutely right, we need substantial more dollars for the work we are doing as well.

And then I want you to say to him, "Mr. President, there is $630 million that nobody has spoken about. It is not in anybody's budget. It is not part of the budget that we are discussing out there on the Floor of the Senate; it is the penalty that Drexel-Burnham is paying into a Federal court in New York. And those dollars are sitting there, waiting for somebody to claim them."

And I would like you to say, "I want those $630 million to deal with the problem of literacy in this country." Nobody that I know of has made any claim on them as yet. Here is your opportunity. There is the money. And you ought to have a sympathetic ear from the President of the United States.

I have heard nothing said about what is going to happen to that $630 million. Even in this world in which we live, that is not hay.

Secretary CAVAZOS. It is a lot of money.

Dr. WRIGHT. I would like to just react a bit about the fact that the educational budget is not as large as what the Committee would like to see.

I draw your attention to the fact that there are other programs in other agencies that do deal with the same population that we are talking about. In fact, a study was done in 1986 by a Washington consulting group that found 79 different Federal programs in 14 different Federal agencies, all dealing with adult literacy.

I think one of the things we must do is better coordinate our resources. And certainly we are trying to do that at the federal level. But there are significant dollars, as you well know, in the Job Training Partnership Act, in the Family Support Act, in the Department of Defense, Department of Agriculture, and so forth. And we do need to bring those resources together and coordinate them better.

Senator **Metzenbaum**. I have to tell you that that is bureaucratic language to me. We have got to coordinate, we have got to work together, we have got to bring these programs together—and that is always tomorrow. I am talking about today. I am talking about some breakthrough efforts in the area of literacy.

And if you are going to do all of these planning studies and all these consultants, that is the way we always talk here in Washington, and nothing gets done. And I am saying to you, you are a new Secretary, you have a sympathetic President and you have got the best lobbyist in the world on your side, and that is the President's wife. And the issue is always going to be where is the money coming from.

I am not kidding you. The $630 million is not in anybody's budget. Go get it to deal with the problem of illiteracy and quit all the commissions and the studies and all the other things that we always do so well in government wasting millions of dollars studying issues; go get it, and let us do something about the problem of literacy now rather than talk about what we are going to do as we get all these coordinated efforts and things done.

I believe action is called for. A million and a half new illiterates every year. Let us move and let us do it. I think you have the will, and I think you have the inclination. Now I would like to give you the idea as to where to get the money and go out and get the job done.

Senator **Simon**. If I could just add, before calling on Senator Thurmond, I think Senator Metzenbaum has hit the nail right on the head. I do not know about the $630 million. That I will leave up to you and others. But what we really need is leadership. For example, the first agency you mentioned JTPA. I got the amendment on so we could have a little education funding there. But JTPA is in actual dollars appropriated lower today, lower this last year than it was in 1984. And if you add an inflation factor, it has dropped 22 percent.

What we really need is somebody to lead the charge. And I would like to have Secretary Cavazos on that white horse leading the charge on this effort.

Senator Thurmond.

OPENING STATEMENT OF SENATOR THURMOND

Senator **Thurmond**. Thank you, Mr. Chairman.

On that point I just want to say that we should do what we can here. However, there is not a state in the Nation that is not better off than this Federal Government in proportion to their population. We must not let the states out of their responsibility. The primary responsibility for education is at the state level, and we must hold them responsible.

Now, we can do what we can here. But a lot of people neglect that, feeling they can run here for everything. We have got the deficit two and three quarters trillion dollars. The interest alone is $170 billion, the third largest item in the budget.

So we must not forget, Senator Metzenbaum, and the rest of the people, we must hold the states responsible. It is their primary responsibility.

I was a State Senator and Governor of my State, and I felt it was our duty to provide for education, and we made progress. Every state should provide all that it can for education. We can do what we can on the Federal level, but we must not allow the states to not face their responsibility in this important area.

Now, I would like to commend you for holding this hearing, Mr. Chairman, on the challenge of eliminating illiteracy. The problem of illiteracy in our Nation is receiving increased attention. I am pleased to note that our First Lady, Barbara Bush, has undertaken efforts to expand awareness of the extent that illiteracy is present in American society.

I am convinced that this issue merits immediate attention and am pleased that the Subcommittee on Education, Arts, and Humanities is focusing on the factors contributing to this problem. It is unfortunate that today, in a complex society where space travel and human organ transplants are becoming commonplace, a substantial segment of our population cannot read the newspaper.

Surely, collectively, we can address this problem. Literacy in the United States must be increased to the level necessary for our citizens to be employable in the competitive environment in which we live.

Secretary Cavazos, I would like to welcome you to this hearing. I know that you are very interested in the problem of illiteracy. I am sure that the Subcommittee will benefit from your testimony.

Mr. Chairman, I regret that my schedule will not permit me to remain long at this hearing. We have the Chairman of the Joint Chiefs of Staff at a very important Armed Services Committee meeting this morning. However, I will take pleasure in reading this testimony and assure you that I will cooperate in addressing this issue.

Thank you very much, Mr. Secretary, for being here.

Secretary CAVAZOS. Thank you very much, Senator.

Senator SIMON. Thank you, Senator Thurmond.

If I could just add, the very fact that, on a day when all kinds of things are going on, including the budget on the Floor, we have six Senators show up for a hearing on illiteracy is an indication there really is an interest in this issue.

If there are no further questions——

Senator KASSEBAUM. Mr. Chairman, I would just like to add a bit to what Senator Thurmond said in response to my friend from Ohio, Senator Metzenbaum.

Having served on a local school board, I am a strong believer that there is much that can be done at the local level. It is true, as you mentioned, that there are commissions and studies, and we can talk about coordination. I think there is much too much time spent in that, because we know where the problem lies. It is not just the question of putting a lot of money into it. It is really a question of dedicating our efforts to solving the problem.

I think with Secretary Cavazos' dedication and that of Dr. Wright, certainly, lead by President Bush and Mrs. Bush, we have a focus on this. And you, Mr. Chairman, have spoken ever since you have been in the Senate to the importance of this issue.

But it really is not just solved by putting millions of dollars in the budget. I think it has to come from a focus at the elementary and secondary level. We cannot continue to pass children through school who cannot read, for one thing.

Second, there is the question of how we best assist those adults and others in the community who just now recognize their problem. That takes frequently a great deal of encouragement by the private sector. I think that is why it is important to have the business community involved.

But I think there are other ways than just large amounts of money in the budget.

Secretary **Cavazos**. May I make a comment to that point, Mr. Chairman.

Senator **Simon**. Sure, go ahead.

Secretary **Cavazos**. Yesterday, when I presented what we call the wall chart of state performance on education, I also made the commitment, obviously, that we are going to send those results out to every governor, every chief state school officer in the Nation—and we are also going to send it out to the chairman or the president of every local school board in American.

The other thing that I did—and I am sure that if I were a president of a school board, I would turn around to the principal or the superintendent and say, well, how are we doing—but the other thing that I did is I called on every parent in this country to call their principal or their school and ask, how did we do? In other words, I really believe, exactly as you are pointing out, Senator, that we must work together, that there is a tremendous need that we can do at the local level, and then moving on up to the state and finally the Federal level.

So that I can pledge to this committee, Senator Simon, that our Department will work the best we can in a real effort to solve this problem. I am as committed as any other person in this Nation, and I think that we can pull it off together if we can work together, and I know we can.

Senator **Simon**. I think we can. And it is going to require resources. It is not resources alone, but that is part of it.

And you cannot stay here to hear one of the—I guess it is the third witness down, Gloria Wattles. She is right in back of you in yellow right there. Yellow seems to be a popular color here today. She is here because I had a town meeting in a little rural community of Teutopolis, Illinois. She got up at that meeting and said, "I am 45 years old, and this is the first letter I have ever written in my life." She told about learning how to read and write. And let me tell you, it was a thrill. She was shaking in front of that group, and she shed a few tears—everybody in the town hall meeting shed a few tears.

But there are all kinds of Gloria Wattles out in our society who need a helping hand, and we can do it.

Secretary **Cavazos**. I pledge that, sir. I pledge that we can do it.

Senator **Simon**. OK.

Senator **Metzenbaum**. Mr. Chairman.

Senator **Simon**. Yes.

Senator **Metzenbaum**. I appreciate the pledge of the Secretary and your pledge that we can do it. But I do not want this first panel to conclude on the tone of the Senator from South Carolina and the tone of the lady Senator from Kansas, that we are expecting the states to do it.

Let us not kid ourselves. Every school board in the country is scrounging for dollars. They do not have the money to take care of their teachers. They do not have the money—they go to the public with bond issues and they fail.

It was not too many years ago that we used to provided the dollars from the Federal Government. We had revenue-sharing. That was the whole concept, we were going to turn back programs to the state. And then we turned back a lot of programs, and when we turned them back, we said we were going to fund them at 75 percent. That was President Reagan's idea, we give them 75 percent of the dollars and they will do it more efficiently.

And then what happened? We cut off revenue-sharing 100 percent. So the local schools, and local governments did not have the money. We just cut them off right at the core.

Now to sit here and say we are going to expect the local schools to be able to do this program is kidding ourselves. They are well-motivated, they are well-intentioned. They do not have the money. And frankly, the Federal Government is where the money is, whether you like it or not.

And so I am saying to you that if this Federal Government provides the leadership and the push and maybe matching grants—I do not know what the program ought to be, but I will say this—the Federal Government has a responsibility. The Federal Government has leadership at the very top, the President and his wife, who are committed to the program. You get six United States Senators from both sides of the aisle to come here this morning indicating their concern. And I say to you yesterday was too late. Let us—and I am not kidding you—go in and fight for the $630 million. Senator Simon says, I do not know about that. I do know about it. I know the $630 million is being paid in there and nobody has claimed it yet. Go in there and get it for the programs for illiteracy. And my guess is if you make enough noise in the Cabinet meeting, if you do not get all of it, you will get a certain portion of it, that is for sure.

Senator SIMON. If I can just add, I do not differ with Senator Kassabaum saying the majority of money obviously comes from state and local governments—where the problem of illiteracy is the greatest, there is the very area where resources are the least. That is why we really do need Federal leadership to move on this problem.

Mr. Secretary, we thank you very, very much.

Secretary CAVAZOS. Thank you very much, Mr. Chairman, Members of the Committee. If I may be excused, I will introduce myself to Mrs. Wattles——

Senator SIMON. You make sure you meet Gloria Wattles here, yes.

Secretary CAVAZOS. Thank you so much.

Senator SIMON. Let me just mention for the Secretary and for all other witnesses, we may have questions we will submit for the record later. We would appreciate having those answered as promptly as possible.

Secretary CAVAZOS. Yes, we will get them in right away, Mr. Chairman.

Senator SIMON. Okay, thank you.

Our next witnesses are Robert T. Jones, the Assistant Secretary for Employment and Training of the Department of Labor and Catherine Bertini, the Acting Assistant Secretary for Family Support of HHS. Ms. Bertini is accompanied by Clennie Murphy, the Acting Associate Commissioner of the Head Start Bureau.

And let me mention for the succeeding witnesses here that we are under some time constraints, and we are going to be in and out to have some votes on the Floor, but I am going to ask each witness to confine himself or herself to five minutes. We have some little lights here and a bell and I will use the five-minute rule for my colleagues also, if that is satisfactory.

Mr. Jones, we are happy to have you here.

STATEMENT OF ROBERTS T. JONES, ASSISTANT SECRETARY FOR EMPLOYMENT AND TRAINING, U.S. DEPARTMENT OF LABOR

Mr. JONES. Thank you very much, Senator Simon.

We also appreciate the opportunity to join in this very timely discussion. I would like to at the outset express my deep appreciation to Secretary Cavazos and the leadership in this issue that he is providing in the work that the three Departments in fact now are heavily engaged in together.

I will keep my comments very short. We have a statement for the record, but I would just like to highlight a few things, particularly about what the Department is doing currently on literacy and the link between literacy and the job training issues and what some of the local communities are engaged in.

Our work has become increasingly focused over the last few years on the concept that literacy is effectively a workplace issue. It allows and enables people to effectively work or in fact is a major impediment to their so doing. Employers more and more want workers with a solid foundation of the basics that will help them learn on the job. The goal is to make sure that current and new young workers have the basic skills to adjust rapidly to changing skill requirements, to take advantage of employment opportunities and to function productively when they are there.

To accomplish this, the Department has undertaken major efforts to focus public attention on the importance of workplace literacy and to collect best practices and models. We have involved a coordinated program of research, publications, conferences, and other informational efforts. Included are active participation with Project PLUS, which is a nationwide literacy effort run by the ABC network.

At the national level we have co-published with the Department of Education booklets entitled "The Bottom Line, Basic Skills in the Workplace," which provides practices and advice to employers and others interested in setting up literacy programs.

We are sponsoring a study by the American Society for Training and Development, which has resulted in *Workplace Basics, the Skills Employers Want. Workplace Basics* provides information about the challenge of addressing workplace skills and literacy and available tools for doing it. Our regional offices throughout the country are engaged in conferences and meetings for states, local organizations, labor, education, government and community organizations, private industry councils, literacy volunteers, to share information on all these efforts.

As you know, most of these new jobs will demand higher skills and higher postsecondary training. Three-quarters of the new workers will have only limited verbal and writing skills suited to less than half the new jobs. About three quarters of today's workers will be on the job by the year 2000.

These facts add up to generally what we view as a skills gap. It has prompted us to considerably beef up our R&D program and our demonstration program. The Department is spending right now about $11 million on 41 projects, such as literacy training program models.

JOBSTART combines job skills training with individualized basic skills instruction and counseling for dropout youth. The SER Family Learning Centers provide literacy and basic skills instructions on neighborhood sites for Hispanic youths and adults. Wider Opportunities for Women provides literacy and training services to low-income single mothers.

New instructional techniques, research, we are testing and demonstrating new techniques in a number of ways, evaluating impacts, adapting them for other issues. The Department of Defense has a basic skills education program which we have adapted and are sending throughout the country.

Literacy assessment instruments, we are working with Educational Testing Service to assess the literacy skills of JTPA Employment Service and other people coming through the systems.

The adoption of supportive state policies, we have funded the Council of State Policy Planning Agencies and the Council of Chief State School Officers in setting up major issues with the school systems along with workplace targets.

The most important issue perhaps is the link between literacy and job training, whether it is in our program or vocational education or anyplace else throughout the system. We have increasingly made literacy and basic skills the focus of our programs and ensured throughout, both in current programs and we will be in new legislation, that that is the underlying assessment that we make of people and that those services be provided where they are in fact indicated.

Next, we are most concerned about what takes place, as has been indicated, at the local level. We need to ensure that states, local communities, and Federal resources are tied together in effectively making that significant link. We assess the extent of nature of workforce literacy problems and help gain agreement between all the active groups on what ought to be taking place, improving the quality of literacy and basic skills instruction in all the programs at the local level and mobilizing public and private resources.

We are delighted to continue this discussion. We are engaging most all of our work with the Department of Education and HHS in ensuring that these things are tied together and targeted and are absolutely convinced that people come to literacy programs, come to literacy training centers as it is tied to workplace issues and not just because it is independent and by itself. It is imperative that we ensure that the programs we administer in fact then provide those services.

[The prepared statement of Mr. Jones follows:]

PREPARED STATEMENT OF ROBERTS T. JONES

Mr. Chairman and Members of the Subcommittee:

You have already heard Secretary Cavazos describe the nature of the literacy problem and outline the Administration's literacy and basic skills policy. I am pleased to have this opportunity to testify before you today on the Department of Labor's efforts to improve the literacy and basic skills levels of our current and future workforce. I also wish to discuss the link between literacy and job training and some of the actions that we believe that States and local communities could take to address workplace literacy needs.

What the Labor Department is Doing

We focus on literacy in the context of work. From our research, we know that employers want workers with a broad set of workplace skills such as reading, communication, math, creative thinking or problem-solving that will help them learn on the job. Thus, our goal is to help insure that current and new, young workers have the basic skills to adjust to rapidly changing skill requirements, to take advantage of employment opportunities, and to function productively in the workplace. To accomplish this goal, the Labor Department has undertaken a major effort during the past four years to focus on workplace literacy.

We have undertaken a massive effort to focus public attention on the importance of workplace literacy and to collect and disseminate "best practices and models." This has involved a coordinated program of research, popular publications, conferences, and other informational efforts. It has also included active participation in Project PLUS.

For example, at the national level, we have co-published with the Department of Education a booklet entitled, The Bottom Line: Basic Skills in the Workplace, which provides practical advice to employers and others interested in setting up workplace literacy programs. An example of regional efforts to encourage local employer interest is the Philadelphia Regional Office's publication of a companion booklet on successful workplace literacy programs in the Mid-Atlantic States.

Currently, we are sponsoring a study by the American Society for Training and Development which has resulted in Workplace Basics: The Skills Employers Want. Workplace Basics provides information about the challenge of addressing workforce basic skills deficiencies. It will be accompanied by a future book and manual later this year.

Most new jobs will demand higher skills and post-secondary training. Yet an estimated three-fourths of new workers will have only limited verbal and writing skills suited to less than half of the new jobs being created. About three-quarters of today's workers will still be on the job when we reach the 21st Century. Many of these workers lack or have rusty or outmoded basic skills that are necessary to function in jobs available now, much less in jobs of the future. This is known as the "skills gap."

The "skills gap" has prompted us to considerably beef up our research and demonstration (R&D) program in the area of workplace literacy. This program is designed to yield information useful to policymakers and practical tools useful to practitioners. The Department is spending about $11 million on 41 R&D projects in the area of workplace literacy. In addition to disseminating promising models and practices, these projects are designed to: develop literacy training program models; test and demonstrate new instructional techniques; develop literacy assessment instruments; and promote the adoption of State policies in support of literacy.

Some examples of workplace literacy projects sponsored by the Labor Department include:

- o Literacy Training Program Models. Many of our projects provide specific groups with literacy and basic skills training, along with other services, under a wide variety of service delivery arrangements. Examples are:
    - -- JOBSTART combines job skills training with individualized basic skills instruction and counseling for dropout youth.
    - -- SER Family Literacy Centers provide literacy and basic skills instruction at neighborhood sites for Hispanic youth and adults.

-- Wider Opportunities for Women provides literacy and training services to low-income single mothers.

- New Instructional Techniques. We are testing and demonstrating new techniques in a number of ways:
  - -- Evaluating the impact on learning of computer-assisted instruction versus traditional classroom training instruction in the Job Corps.
  - -- Adapting, with the Departments of Education and Defense, the U.S. Army's Basic Skills Education Program (BSEP) for civilian use. (BSEP is a highly successful computer-assisted approach for teaching young soldiers the basic skills needed for military occupations.)
- Literacy Assessment Instruments. We are working with the Educational Testing Service to assess the literacy skills of the Job Training Partnership Act (JTPA), Employment Service, and Unemployment Insurance client groups. This longer-term effort will culminate in the development of literacy assessment tests suitable for diagnosing individual basic skills strengths and weaknesses. This project will increase assessment capabilities at the service delivery level and result in better information from which to make program decisions at all levels--local, State, and Federal.
- Adoption of "Supportive" State Policies. To stimulate the development of State policies in the workplace literacy area:
  - -- The Council of State Policy and Planning Agencies,

under Labor and Education sponsorship, used an in-depth "academy" consultation approach in helping 9 States develop creative, interdisciplinary statewide strategies to address the literacy problems of workers and potential workers. Four States were able to design comprehensive, integrated approaches to the workplace literacy problem which are producing major education and training systems changes; three created special interagency projects; and two strengthened their interagency understanding of the problem and laid the groundwork for change. Their experiences can help other States interested in raising workforce literacy levels.

-- In a similar effort, the Council of Chief State School Officers, with Labor funds, provided grants to 11 State education agencies to plan and implement programs that ultimately promote the adoption of State educational quality legislative guarantees for all children, especially those at risk of failing to complete high school.

The Literacy-Job Training Link

We have increasingly made literacy and basic skills training a focus of JTPA. Literacy and basic skills training are an important part of JTPA programs for disadvantaged youth and adults and dislocated workers and are required in the summer program and in the Job Corps. We have accentuated basic skills investments in new JTPA performance standards implemented July 1, 1988. By doing so, we continue to underscore the importance of helping disadvantaged youth acquire the level of basic skills--and occupational skills--to qualify for employment or advanced education or training programs.

As you know, a broad-based JTPA Advisory Committee was established to take a close look at how to improve the quality of services under JTPA. After nine months of intensive work, this Committee has produced an informative report which recommends ways to make JTPA more responsive to the changing economy and changing workforce. We are using the Committee's work, the many comments and suggestions we have received directly about how to improve JTPA, and the results of studies and consultations, to prepare our own recommended changes to improve JTPA. Our proposal will focus attention on the basic skills deficient among the economically disadvantaged population and will offer improvements in JTPA's literacy and basic skills instruction.

We are using some of our research dollars to determine the benefits of using instructional technology at the workplace. For example, we are trying out new interactive videodisc technology for basic skills instruction in the workplace under arrangements with General Motors/United Auto Workers and Dominos Pizza Distribution.

We are also taking a close look at the literacy and basic skills required in different occupations such as health services, property management, food services, and light manufacturing occupations. In a parallel effort, a practical tool is being developed for employers, educators, and trainers to use to identify basic skills requirements in selected occupational clusters.

What States and Localities Can Do

The lessons learned from these and other programs and workplace literacy studies suggest the following are activities that can help States and local communities improve workplace literacy and basic skills levels:

o Assess the extent and nature of the workforce literacy problem and gain agreement from all major stakeholders to attack the problem in the local community--business, labor, education, job training, welfare, and literacy groups, including volunteers. Some of our Regional Offices have aided States and local communities in this area. For example, the Kansas City Regional Office helped establish the Kansas City Literacy Task Force which is now developing plans to focus on workplace literacy, and the San Francisco Regional Office provided information to the California State Legislature's Joint Committee on the State's Economy which resulted in a resolution to study and develop strategies to address workforce literacy issues. A key to winning support from the major stakeholders is good solid planning. Such work will also help States and local communities target public resources on those who need literacy and basic skills training the most.

- Improve the quality of literacy and basic skills instructional programs. This means strengthening assessment, tailoring instruction to address individual basic skills deficits, relating such instruction to the workplace as appropriate, and raising achievement expectations for clients and programs. It also means that employers--public and private--must articulate their workplace skills needs with greater precision.
- Mobilize public and private resources and talent to address the workplace literacy problem. States and local communities must address budget realities and assure that these resources are coordinated to meet the literacy and basic skill needs of the workforce. Employers will need to become better developers of workers' basic skills to improve their own--and the Nation's ability--to compete. States interested in developing effective, integrated statewide strategies may want to consider participating in the "academy" approach discussed earlier.
- Hold workplace literacy and basic skills training programs strictly accountable for performance. Given the magnitude of the workplace literacy problem and limited resources, this action is imperative for States and local communities. States and communities must assure themselves that they are well-informed about program results.

To help build a first class workforce, the Labor Department will continue to emphasize the importance of raising the literacy and basic skills levels of American workers by:

- Recognizing workplace literacy programs that work.
- Promoting public-private partnerships to make available high quality literacy programs at or near the workplace.
- Exploring new, promising, nonthreatening ways to reach and instruct people.
- Providing specific models and tools to employers, labor organizations, educators, and job trainers which can improve workforce literacy and basic skills levels.

I appreciate the interest of the Subcommittee in addressing the very real need to upgrade the literacy and basic skills of our workforce. One of the factors guaranteeing long-term employment security for individuals is a solid basic skills foundation. This is a critical factor for integrating the disadvantaged, lower skilled, and less educated into the economic mainstream. It is essential for the growth of our economy.

Mr. Chairman, this concludes my prepared remarks. I would be pleased to respond to any questions that you or other Subcommittee members have.

Senator Simon. Thank you very, very much.

Ms. Bertini, very happy to have you with us.

STATEMENT OF CATHERINE BERTINI, ACTING ASSISTANT SECRETARY FOR FAMILY SUPPORT, DEPARTMENT OF HEALTH AND HUMAN SERVICES

Ms. Bertini. Thank you, Senator.

Being from Illinois, I am also happy to be here in your Committee as well.

Senator Simon. You are an outstanding witness, I want you to know. [Laughter.]

Ms. Bertini. I would like to submit formal comments for the record and to summarize those comments.

Senator Simon. This will be true for all witnesses. We will be happy to enter your statements in the record.

Ms. Bertini. Thank you.

We are pleased to be here to talk about an issue of utmost importance today to President Bush, to Secretary Sullivan, and to the other Departments that are represented here.

Accompanying me is Mr. Clennie Murphy, who is the Acting Associate Commissioner of the Head Start Bureau in the Department's Office of Human Development Services.

Since the primary focus of today's hearing is literacy and coordination, two very important aspects of the recently enacted Family Support Act of 1988, I am pleased to be able to discuss the broad education and coordination requirements contained in this Act and how they affect individuals receiving assistance in the AFDC program.

In addition, I will highlight recent literacy efforts of the Head Start program.

Secretary Sullivan is committed to sustaining and improving programs like Head Start and AFDC, programs that help educate the poor and reflect the goal of reducing welfare dependency. Implementation of the Family Support Act, specifically the creation of the JOBS Program, provides a major new centerpiece in our effort to achieve this goal of self-sufficiency.

The JOBS program provides the opportunity and resources for needy families with children to obtain the education, training, and employment that will help them learn and work their way from welfare to independence.

Implementation of the Act is one of Secretary Sullivan's highest priorities. This strong commitment has manifested itself by the recent publication of several regulations required by the Act. This prompt publication would not have been possible without the discussions you have heard everyone talking about, the commitment of Secretary Sullivan and the Secretaries of Labor, Education, and Interior, and the Director of the Office of Management and Budget.

The Family Support Act embodies a new consensus that the well-being of children depends not only on meeting their material needs but also on the parents' ability to become economically self-sufficient. The Act assumes that self-sufficiency and family responsibility are necessary and achievable goals and makes education, training, and child care available to help AFDC recipients reach those goals.

The Act further recognizes the mutual obligations of parents who are currently dependent to work toward self-sufficiency through employment and of the government to support that effort.

The importance of education to the achievement of long-term self-sufficiency, especially for young parents, is fostered in two ways in this Act. First, the Act requires state welfare agencies to make available a range of educational activities. The mandatory educational activities consist of high school education or its equivalent, basic and remedial education to achieve basic literacy levels, and education in English as a second language.

Second, the Family Support Act requires participation in educational activities for certain AFDC recipients. One key example is the requirements that states, subject to certain exemptions, ensure that the custodial parent under age 20 who has not finished high school or the equivalent stays or returns to school. In addition, state welfare agencies have the option to require the parent to attend full time if it is in pursuit of a high school diploma or the equivalent.

In drafting the regulations, we were guided by several key principles. First, that women and their children represent the overwhelming proportion of AFDC recipients, and that within this group the ones most likely to remain on welfare for long spells are never-married mothers who did not complete high school and had their first child at a young age. Therefore, programs designed to reach overall dependency must address this group.

Second, basic education such as literacy and high school equivalence is one of the most important tools an individual needs to achieve full citizenship and independence. Therefore, basic education is an essential component of the JOBS program.

Finally, to meet these objectives and have effective JOBS programs in states with sound education components, we must maximize resources through coordination at all levels of government and communities.

Literacy is also an important issue for Head Start. It is important to the approximately 420,000 and 450,000 families who are being served by the program. It is important to these children and families. Research suggests that the best way to increase a child's literacy development is by making literacy a valued family goal and by making sure that reading and writing are regular family activities.

As William Raspberry said recently in a *Washington Post* editorial, commenting on the new Barbara Bush Foundation for family literacy; literacy like illiteracy is an inherent trait, children can catch it from their parents. The best way to launch an attack on illiteracy is to treat it as a family disease.

Head Start has been involved in this fight since its inception 24 years ago. It has many programs designed to increase literacy among children and families. It has worked also with many groups, including the Girl Scouts of America and the Literacy Volunteers of America in order to achieve this end.

Many of these projects are designed, as I mentioned, to work with families to work on literacy. So through the Family Support

Act and Head Start, the Department of Health and Human Services will continue to make family literacy a top priority in the future.

We are pleased to be one part of an exciting and important Federal, state, and local effort to address the needs of literacy in this country.

Thank you.

[The prepared statement of Ms. Bertini follows:]

PREPARED STATEMENT OF CATHERINE BERTINI

Mr. Chairman and Members of the Committee, thank you for giving me the opportunity to speak with you today on an issue of utmost importance to the President, Secretary Sullivan, and the other Departments represented here today. Accompanying me today is Mr. Clennie Murphy, Acting Associate Commissioner of the Head Start Bureau in the Department's Office of Human Development Services. Since the primary focus of today's hearing is literacy and coordination -- two very important aspects of the recently enacted Family Support Act of 1988 -- I am pleased to be able to discuss the broad education and coordination requirements contained in this Act and how they affect individuals receiving assistance from the Aid to Families with Dependent Children, or AFDC, program. In addition, I will highlight recent literacy efforts of the Head Start program.

Secretary Sullivan is committed to sustaining and improving programs like Head Start and Aid to Families with Dependent Children -- programs that help educate the poor and reflect the goal of reducing welfare dependency. Implementation of the Family Support Act of 1988 (Act), specifically the creation of the Job Opportunities and Basic Skills Training (JOBS) program, provides a major new centerpiece in our effort to achieve this goal of self-sufficiency. The JOBS program provides the opportunity and resources for needy families with children to obtain the education, training, and employment that will help them learn and work their way from welfare to independence.

The Secretary has made clear that implementation of the Family Support Act is one of his highest priorities in achieving his goal of improving the AFDC program. This strong commitment has manifested itself early in his tenure as Secretary by the recent publication of several regulations required by the Family Support Act. The prompt publication of these documents would not have been possible without the commitment of the Secretary, the Secretaries of Labor, Education and Interior and the Director of the Office of Management and Budget.

The Family Support Act embodies a new consensus that the well-being of children depends not only on meeting their material needs, but also on the parent's ability to become economically self-sufficient. The Act assumes that self-sufficiency and family responsibility are necessary and achievable goals and makes education, training, and child care available to allow AFDC recipients to reach that goal. The Act further recognizes the mutual obligations of parents, who are currently dependent, to work toward self-sufficiency through employment, and of the government to support that effort.

The importance of education to the achievement of long-term self-sufficiency, especially for young parents, is fostered in two ways in the Family Support Act. First, the Act requires State welfare agencies to make available a range of educational activities. The mandatory educational activities consist of: (1) high school education or its equivalent; (2) basic and remedial education to achieve a basic literacy level; and (3) education in English as a second language.

Second, the Family Support Act requires participation in educational activities for certain AFDC recipients. One key example is the requirement that States, subject to certain exemptions, ensure that the custodial parent under age 20 who has not finished high school, or the equivalent, stays in or returns to school. In addition, State welfare agencies have the option to require the parent to attend full-time if it is in the pursuit of a high school diploma or the equivalent. In accordance with the wishes of Congress, where enrollment in a regular high school is deemed inappropriate, the State welfare agency is expected to identify or develop alternative educational activities to meet the needs of JOBS participants.

Unlike other JOBS participants, a young parent under age 20 is not exempt from educational activities even if she has a very young child. This is a key provision of the JOBS program because it ensures that young parents are encouraged and helped to remain in school and not ignored until their youngest child reaches a certain age -- in the past this delay was up to six years.

It was clear to us in writing the proposed regulations to implement JOBS that you in the Congress, as well as the President and his Administration, felt very strongly about the importance of education to the success of our efforts to assist individuals in achieving self-sufficiency. With this concept in mind, we were guided by several key principles in the development of these regulations.

First, women and their children represent the overwhelming proportion of AFDC recipients; and within this group the ones most likely to remain on welfare for long spells are never-married mothers who did not complete high school and who had their first child at a young age. Therefore, programs designed to reduce overall dependency must necessarily address this group.

Second, basic education (such as literacy and high-school equivalency) is one of the most important tools an individual needs to achieve full citizenship and independence. Therefore, basic education must be an important component of the JOBS program.

Finally, in order to meet these desired objectives, and have effective JOBS programs in States with sound education components that reach out to many individuals, we realized very early in the process that resources must be maximized through coordination of existing programs at all levels of government and in concert with community-based volunteer and business organizations. In fact, the Family Support Act contains very specific coordination requirements which we incorporated and expanded in the proposed regulations.

We recognize that in many States, other agencies -- such as Job Training Partnership Act (JTPA) agencies, the State education agency, the State employment security agency and community-based organizations -- have been effectively performing a range of educational, training and employment related functions for welfare recipients. Thus, rather than requiring State welfare agencies to train or expand in-house staff to perform similar JOBS functions, we have proposed to provide State welfare agencies the flexibility to determine how they can most effectively use all potential State resources.

However, before a State welfare agency contracts to pay for any service or activity out of JOBS funds, it will have to ensure that such service or activity is not otherwise available to JOBS participants. For example, traditionally programs under the

Adult Education Act have paid for many educational services provided to AFDC recipients. The JOBS program is not intended to supplant these types of programs, but to coordinate and refer individuals to services if they are available already.

Further, initial and ongoing coordination among the State welfare agencies and local educational systems will enable State welfare agencies to access needed expertise in this new area of welfare agency involvement, to avoid duplication of education services and to assure that welfare recipients receive the necessary educational services for which they are eligible. We have strongly urged welfare agencies to meet regularly with their State or local educational counterparts to ensure that educational providers are involved in the planning and delivery of the JOBS program at all levels.

But for coordination to be fully effective we also recognized that the first steps had to be taken at the Federal level. Therefore, as I mentioned earlier, the Department has, and will continue, to work closely with the Departments of Labor, Education, and Interior. These Federal coordination efforts thus far have ranged from early discussions of how we should approach implementation of the Family Support Act to on-going participation in Central and Regional Office training sessions and conferences.

Literacy is also an important issue for Head Start. It is important to the approximately 450,000 children and 420,000 families being served by the program. Let's look first at why its important _to the children_. Research suggests that the best way to increase a child's literacy development is by making literacy a valued family goal and by making sure that reading and writing are regular family activities.

As William Raspberry said recently in a Washington Post editorial commenting on the new Barbara Bush Foundation for Family Literacy, "literacy, like illiteracy, is an inherited trait; children catch it from their parents. And it may be that the best way to launch an attack on illiteracy is to treat it as a family disease." Parents are their children's first teachers and perhaps the most important educators these children will ever have. Parental involvement is particularly important during the pre-school and primary years when much of the child's foundation for learning and learning skills can be positively influenced. We know that children benefit by having stories read to them, even at very young ages. Therefore, it is important that parents be able to read to them.

Families. The importance of literacy for Head Start families goes beyond the development of the child; it also includes self-sufficiency for the family.

Since many Head Start families are parents who interrupted their education to assume family responsibilities, many will have great difficulty achieving economic independence without upgrading their reading and academic skills.

Head Start has been involved in the fight against adult illiteracy almost from the program's inception 24 years ago. More recently, the Administration for Children, Youth and Families (ACYF) initiated an effort in 1984 to encourage several Head Start grantees to develop their own models for improving functional literacy among adults in their communities.

Sixteen grantees, representing a cross section of programs in terms of size, geographic location, type of sponsorship, and racial/ethnic composition of populations served, participated in the ACYF pilot literacy effort. The experience of each grantee in starting an adult literacy program, recruiting volunteer teachers, securing training materials, conducting outreach for trainees, soliciting support from other community organizations, and working out transportation arrangements encouraged other Head Start grantees to tackle the difficult programs of adult literacy.

Since the completion of those demonstrations in 1986, the Head Start Bureau subsequently funded the Parent Enrichment

Projects in 1986, and a number of other Head Start grantees in 1987 and 1988 through the Coordinated Discretionary Grants Program (CDP) to demonstrate additional adult literacy approaches.

The twenty Parent Enrichment Projects demonstrated ways to increase Head Start parent participation in community education programs, with a strong emphasis on enhancing the role of parents as the prime educators of their children. Most grantees were successful in involving parents in adult basic education, graduate equivalency programs and literacy classes. These projects did a particularly good job of identifying resources that enhance the lives of Head Start families and assist parents in becoming self-sufficient.

The CDP projects, which were funded in 1987 and 1988, are still operational. Project representatives will be coming to Washington in June to tell us what they have learned about what services can best be provided by Head Start, what kinds of linkages to other organizations, such as Literacy Volunteers of America, are most effective and which are the best methods for addressing the needs of Head Start parents and, in some cases, extended families.

Sixteen of these CDP projects deal specifically with literacy improvement for both parents and children. Many of them have added value because parents will be learning child development theory and practices through their reading and other activities. Examples of these projects include:

- Community Action Program, Inc. in Stevens Point, Wisconsin is working with 30 families teaching parents reading and writing strategies they can initiate in their home regardless of their reading levels.

- The Community Action Commission project in Fremont, Ohio has Head Start parents initially focus on reading to their children and/or working on a computer assisting their children with educational computer software aimed at preschool children. Once parents are ready they shift to reading for themselves or to adult literacy software. Finally, when ready, they are referred to an appropriate literacy program.

- The City of Phoenix Human Resources Department program, focuses on immediate, short term and long term goals. The immediate goals are to provide practical child care and home management skills: The short term goals are to provide literacy skills to help the parent feel comfortable with the child's school curriculum and able to provide appropriate home experiences; and the long term goals are to upgrade the parent's literacy skills for both the parent's and the child's development.

In addition to the current sixteen projects focusing specifically on literacy, Head Start also has several other projects demonstrating ways to encourage the self-sufficiency of Head Start parents. Many of them include literacy training, GED preparation and other activities to improve the skills, credentials and qualifications of Head Start parents.

Head Start has also been working with the private sector and other national organizations on literacy. Examples are:

- The Girl Scouts of America. Currently, the Girl Scouts are pilot testing a project in California with Head Start called "Daisy Girl Scouts - A Head Start on Literacy: Playing in the World of Words." We expect to sign a national Memorandum of Understanding (MOU) with the Girl Scouts once this pilot is completed. This MOU would include a special emphasis on prereading activities as well as provide the benefit of linking Head Start girl graduates with the Girl Scout program once they enter kindergarten.

- The Literacy Volunteers of America (LVA). LVA and Head Start are doing a pilot project in Region II (New York) where Head Start programs are securing services with local Literacy Volunteer affiliates.

In addition to each of these examples, all of our regions and most of our grantees are spotlighting this problem. Our goal is to help parents and children to be as functionally competent as possible. Our grantees, are working with parents to help them achieve educational goals. Head Start will continue to make family literacy a top priority in the future.

We are pleased to be one part of the exciting new Federal effort to address the literacy needs of the nation. We welcome any questions you have on our efforts.

Senator SIMON. Thank you, and thank you both.

Let me mention also we are going to enter into the record a statement by Senator Orrin Hatch who is not able to be here.

[The prepared statement of Senator Hatch follows:]

PREPARED STATEMENT OF SENATOR ORRIN G. HATCH

Mr. Chairman, I would like to thank you for scheduling this hearing to discuss one of the most basic problems facing our nation today-- the problem of illiteracy. I commend you for your unfailing efforts address this serious problem. Although we consider ourselves one of the most educated and scientifically advanced nations in the world, more than 20 million Americans are functionally illiterate. Yet, this basic skill is the cornerstone of all education and fundamentally the key to opportunity in America.

If we are to break the cycle of poverty, we must ensure that all Americans are prepared to be productive members of the workforce--and literacy is one critical skill in this preparation. If we are to maintain our national productivity and continue to be successful in an increasingly competitive global marketplace, we have to ensure that American businesses are staffed with skilled--and literate--workers. If we expect to continue to discover new technologies and make scientific breakthroughs, we must provide the youth of our nation with the building blocks which enable them to mature into great scientists and great inventors.
Finally, if we are to remain a free people--imbued with an understanding and appreciation of history, philosophy, literature

and other ideas that have shaped our culture and will influence our future--we must also have literate citizens.

Illiteracy is not a new problem for our nation: Congress has long recognized that many Americans lack basic reading skills and has supported a number of programs to improve these skills. Programs such as Head Start and the Vista Literacy Corps, which was supported by Senator Simon, have proven successful in teaching many at-risk individuals to read therefore increasing their future opportunities. I am confident that under the strong leadership of President Bush and the First Lady Barbara Bush, we will make further progress in eradicating illiteracy in America. We are fortunate to have President Bush's point man on education and illiteracy--Secretary Cavazos--here to testify this morning. I look forward to hearing his testimony, as well as that of the other distinguished witnesses, and I am anxious to work with my colleagues on this committee on workable solutions to help wipe out illiteracy in America.

Senator **Simon**. I would ask both of you in your Departments also to look at the legislation I will soon introduce. Nothing is written in concrete. We just want to make progress. And we want to work with your organizations.

Mr. Jones, I cannot help but note I have heard Secretary Brock and Secretary Dole testify here, and in both cases they talked about the problem of illiteracy in our society. At one point I remember when Secretary Brock was testifying, I said I hear more about the problem of illiteracy from you than I do from the person who was then Secretary of Education. We clearly can do much better.

One of the things that would not require great resources—although to attack this problem we need resources, too. What would be wrong with saying to people as they sign up for welfare, as they sign up for unemployment compensation, not as a requirement for getting either, but can you read and write? If so, determine at what grade level, so that the name could be submitted, with their permission, to groups who could then contact them and say we can get you into a program, we can get a tutor.

Any reaction from either one of you?

Ms. **Bertini**. Yes. Great minds think alike, Senator. Much of the Family Support Act in terms of the JOBS program suggests that that will be done in general fashion to people who are involved in the JOBS program.

There is an assessment process. And by the way, every AFDC recipient is, unless they are exempt, supposed to be a participant in JOBS. And they go through an assessment process so that the agency can determine with the client's help what level of expertise they do have, what level of education they have, what kind of job skills they have. Then when an employability plan is developed for each one of these people, built into that is the understanding of what needs to be done in order to make that person employable.

Senator **Simon**. And if Mr. Smith or Ms. Jones applied for welfare today, is this automatically done? What percentage of people are we reaching who apply for welfare around the nation today?

Ms. **Bertini**. It will begin very slowly with small numbers. It will not cover the universe of people. Many states will phase in this program. And no, not everyone will be reached because people who are exempt for various reasons, age of the children, pregnancy, disability, whatever, may never receive what I just mentioned.

Senator **Simon**. But even because of the age of the children, for example, they are not a part of your JOBS program, but when a women who is pregnant, or who has a three-month old infant, files for welfare—if we find out whether she can read and write—it does seem to me this is an area where we are not talking about large expenditures, but by just being a little more creative we ought to be able to do more to help people.

Ms. **Bertini**. We would certainly be willing to hear your direction on that point.

Senator **Simon**. OK. And could you do some exploring in your Department and get back to me?

Ms. **Bertini**. Yes, sir.

Senator **Simon**. Great.

Mr. **Jones**. Senator, we currently are engaged in such an effort in all of our job training programs. And when there is a program connection, as Ms. Bertini has pointed out, or in our world, I think that that works very productively. And it has been an important and necessary change. We will for the first time in a few months now have in fact some data on exactly how many of our people coming in are reading and writing at what levels.

I am a little less sanguine when we do it in unconnected ways, unemployment insurance, for example. It effectively becomes a problem for someone who is attempting to get what their basic right is, their unemployment check. More importantly, the success in this area seems to be when we relate both the assessment and the services to some other aspect of people's lives, either work or some job training, or some other effort, so that it is a part of an ongoing effort.

Some of the most successful programs that we have engaged in are in fact built around work function so that people generally can view themselves as engaged in work training, while you and I might know it as basic literacy and remedial training.

It is important to find ways to assess and test them, but at the same time move them into successful programs that give them a prideful participation in what they are doing, and not just a literacy program.

Senator **Simon**. I do not disagree with anything you say except that I am not suggesting that anyone should be required to take a program before he can get unemployment compensation. We do not want to deprive people of their rights. But even if you just get one percent or two percent of those who cannot read and write when they sign up for unemployment insurance, you have moved ahead in this nation.

I would like you to take that up with Secretary Dole, who I know is very much concerned with this problem, whether or not we should not suggest to the states, let us find this out when people sign up so that we can get them involved.

Senator Kassebaum.

Senator **Kassebaum**. I think that is a very good approach, Senator Simon. I would like to talk a minute about Head Start because I am a strong supporter of Head Start programs, I know that President Bush asked for additional funds for Head Start, and I think that that has been reflected in a small way in the 1990 budget. I would even wish it could be larger because I think there are many areas that are very underserved by Head Start.

One thing I have found in visiting Head Start programs around Kansas is that personnel who have been involved since the very beginning of Head Start days indicate they miss the participation of a parent. This was very much a part of the earlier programs, in fact I think a requirement.

It is no longer.

Is that the case?

Mr. **Murphy**. No, Senator. It is still a requirement. We have not changed the requirements in Head Start since its inception. So parents should be just as involved now as they were in the past.

What we have now is 51 percent of our parents work. That creates another dimension in that we have parents volunteering in the classroom. We get those volunteers not only from parents but from other sources. But parent participation is a very important part of Head Start.

Senator **Kassebaum**. Then it would be up to any local Head Start group to say parents should attend a meeting at least once a month, or something like that?

Mr. **Murphy**. That is the issue, Senator. The issue is at the local level. In terms of literacy for us, it is a very important part of our program. Forty-nine percent of our parents have less than a twelfth-grade education. Then of that percentage, maybe half of those are what we consider functionally illiterate.

One of the major problems we have would be for parents coming forward to identify the fact that they have this problem. And, Senator Simon, that is a major issue.

Head Start gives them that comfortable atmosphere where they can come forward and admit that there is a problem there. And as Mr. Jones has indicated, tying this to something specific has been our success. Being able to say that you can help your child with homework, it builds a self-confidence, a kind of self-esteem that will help the parents then to go on and move on further.

So the success that we are having now is our ability to identify a reason why they want to read and write. And that has been our success to this point.

Senator **Kassebaum**. Do you think we should consider requiring that any child in Head Start, in order to remain in Head Start, has to have a parent participate at least once a month?

Mr. **Murphy**. Senator, we thought about that. At the other end of that coin is a problem. The fact that if you require that and they do not participate, then do you put the kid out of the program? If you put the family and the kid out of the program, then you have defeated the purpose.

We have got another angle. We are going require programs to provide opportunities for parents to get this kind of training and put the responsibility on them and say every parent in the Head Start program must be involved. Then the consequences will be with the program instead of the child and the family, and no one will be put out if other things happen.

But the immediate problem that we have now in Head Start is our ability to get to the families who need it the most. That is the major issue, especially in this area.

We have families where they are not literate in their language, such as Spanish. So one of the first things you have to do is to get them literate in Spanish and then begin to deal with the concepts, with English. That again is a very successful program. We have increased our Hispanic population in Head Start over the last few years by more than 150 percent. So we are beginning to get to that population. It is just a matter of how we focus in on the entire family and not jut on the child.

Senator **Kassebaum**. Just one more question, Mr. Chairman.

Is it correct that the funding in the 1990 budget remains at the current level of funding?

Mr. **Murphy**. The President's 1990 budget asked for a significant increase in Head Start.

Senator **Kassebaum**. But is it reflected in the budget we are voting on today.

Mr. **Murphy**. The President's budget, I think, calls for an additional $250 million for Head Start for fiscal year 1990.

Senator **Kassebaum**. I see.

Mr. **Murphy**. Yes.

Senator **Kassebaum**. Well, it could certainly be more than that. But I guess we are struggling with the priorities of our budget.

Thank you, Mr. Chairman.

Senator **Simon**. Senator Metzenbaum.

Senator **Metzenbaum**. Mr. Chairman, I think there are interesting current events that you suggest with respect to unemployment compensation, and you do it very delicately. Perhaps there be some emphasis on teaching the unemployed how to read and write, become literate. And the Senator from Kansas talks about doing something about the program as far as Head Start is concerned.

Let me take it in a little different tangent. And I think we each come from a little different posture, but I am not meaning to suggest that we do not support each other in our concerns and in our direction.

I have some feeling—and I expect to talk to the pardon and parole board—we are not doing a damn thing about our prisons, but we are talking very well about it, although we did yesterday allocate an additional $100 million in that direction. My thinking is that perhaps we ought to say to prisoners who are in our penitentiaries that you do not have to learn to read and write but it will be a condition of your parole—or one of the matters considered by the parole board as to whether or not you have made any effort to learn to read and write while you have been in prison.

I am certain that when I take this up with the Bureau of Prisons and the parole boards that they are going to say, yes, but how do we go about doing it; we are not equipped for it. My question to you is could the Department of Health and Human Services, could the Department of Labor, be instrumental and helpful in bringing about the programming necessary in our prisons if I could be successful in getting them to make it one of the matters to be considered when a prisoner is up for parole?

Mr. **Jones**. Certainly, Senator.

The efforts we have under way for model programs on literacy tied to varieties of things are all very transportable and in fact set up for that purpose and in fact could be easily moved into those settings.

I would suggest you may find yourself successful than you might think. There are several states right now who have that requirement and who are engaged in literally establishing remedial and literacy requirements as a part of a good credit system actually for parole. And I think both in our welfare populations and the criminal populations and the disadvantaged populations, if there is any single thing that probably has more to do with their success rates as they come out of those programs, it will be literacy and remediation services.

Ms. **Bertini**. Senator, to answer your question, I want to refer you to one thing that Dr. Wright said in her testimony—or her answer to a question when she mentioned the technical assistance that we are together providing, Departments of Labor, Education, and Health and Human Services, to states. We are building a system where we would be able to help states develop, for instance, appropriate literacy programs. And there certainly, I do not think, would be a reason why we could not offer that technical assistance to the appropriate Federal agencies to accommodate your concern.

Senator METZENBAUM. Thank you very much.

Thank you, Mr. Chairman.

Senator SIMON. We thank all of you for being here.

Our next panel includes Eric Burch, who is a VISTA Volunteer, and Literacy Coordinator for Effingham County, Illinois, and Gloria Wattles, who has been a student under that program.

We are very happy to have both of you here. Eric, we will call on you first. And I am pleased to see something—interestingly, Senator Kassebaum, we just heard someone testify in this room a couple weeks ago that we ought to do away with the literacy program of the VISTA program. My guess is that we will hear a little different story here today from Eric Burch and Gloria Wattles.

We are pleased to have you. Eric, we will ask for you to testify first.

STATEMENT OF ERIC BURCH, VISTA VOLUNTEER, CEFS LITERACY COORDINATOR FOR EFFINGHAM COUNTY, IL

Mr. BURCH. Thank you, Mr. Chairman.

My name is Eric Burch. I am VISTA volunteer for the CEFS Economic Opportunity Corporation literacy program. CEFS is a nonprofit community action agency serving seven rural central Illinois counties.

My job as a VISTA volunteer is to recruit students, recruit and train volunteer tutors, promote literacy in Effingham County, and to work as a referral source for other service programs in our area and agency.

CEFS sponsors many programs, among which are community service block grant, tri-county transportation, the Retired Senior Volunteer Program, Golden Circle Nutrition, Weatherization, Head Start, Chore Housekeeping, Job Training Partnership Act, and Illinois Home Energy Assistance as well as Literacy.

Specifically, though. the literacy program that we offer includes many services. We provide one-on-one tutoring. We provide an IBM PALS computer literacy center. We provide an English as a second language program, workplace literacy, family literacy, and we also service the Vandelia Correctional Center in an inmate-tutoring-inmate situation.

We attempt to do all this in CEFS' seven counties.

Coming out of college, I found it hard to comprehend that anyone could go through life without knowing how to read. I soon learned the cold, hard fact about the problem of illiteracy in the United States through my work. The most glaring characteristic of a non or low-reader is a basic lack of self-esteem. The phrase "I cannot" is common.

Upon entering our program, the student's evolution of self-confidence begins. The phrase that dominates becomes "I will try." At some point in the person's learning how to read and write, they start to say "I can." "I can" is jut two simple words that it takes some people years to feel comfortable saying.

It is times like that that makes being a literacy provider worth everything. Knowing that we made a difference in someone's life is important. However, knowing how many people we cannot reach due to the lack of time and resources is disappointing.

I see the tremendous efforts being put forth to educate the reading public about the problem of illiteracy, and I hope that will continue. But what else can be done? I think a good start would be to increase the number of combatants against illiteracy. After all, battles cannot be won unless there are adequate troops.

VISTA volunteers can do much to assist in the efforts. VISTAs can make excellent front-line troops.

I also believe that we should look at other programs that illiteracy has an impact on and try to coordinate the efforts. For example, our program works extensively with other programs such as the Retired Senior Volunteer Program, Job Training Partnership Act, Project Chance, our local County Probation Offices, and Head Start, to name only a few.

I believe another need is to increase the role of business in the fight against illiteracy—provide incentives or convince them of the long-term economic advantages of a literate workforce and a literate consumer as well.

I believe we need more systems such as IBM's PALS system. This is a system developed by Dr. John Henry Martin, which is an excellent program. This not only teaches adults basic reading and writing skills, it also teaches them typing and personal computer skills as well.

I also see the need to promote volunteerism more. President Bush has called for it by asking us to ask ourselves what can I do to make another person's load a little lighter. It takes commitment and the willingness to realize that by putting a dent in the problem of illiteracy, we may be putting a dent in other problems as well, problems with a high correlation to illiteracy like unemployment, juvenile delinquency, and teenage pregnancy.

Our program serves people who would not approach a school or community college for help because they often have had unsuccessful educational experiences at these institutions before. Every student that comes to us has a different story as to why they are there. Some have an undiagnosed learning disability, while others had their education interrupted due to frequent family moves.

The increase in funding for adult education that is accessible to community-based organizations would allow those adults who have had the unsuccessful educational experience an alternative environment for learning.

Now that I know the problem exists even in small communities like ours, I am overwhelmed when I imagine the extent to which illiteracy runs across the United States.

I would like to thank you for this opportunity to express my concerns and opinions on the topic of literacy.

Senator SIMON. Thank you very, very much, Eric.

And now, Gloria Wattles, who I introduced before, we are happy to have you here, particularly happy.

And let me just add for everyone else, it takes a great deal of courage for someone to face up to a problem, and then particularly to talk about it publicly. So we are here to listen to you and learn from you, but also with great admiration.

STATEMENT OF GLORIA WATTLES, STUDENT, CEFS LITERACY PROGRAM, COMMUNITY ACTION AGENCY, EFFINGHAM, IL

Ms. WATTLES. Thank you, Chairman and Senator Simon. And I would like for your help, too, because the pressure by being dyslexic, I kind of wander with my thoughts. And the honor of being in Washington is a dream that I never dreamed that I could do. I never dreamed I could read let alone to come to a place which I have only seen on TV. I could not read.

I would like to say I am Gloria Wattles from Louisville, Illinois, and I am in the literacy program at Effingham, Illinois. I have two sons: John, four, and Brian, 20, and my husband is Kenny. And we farm.

I would like first of all if I could read from the Bible, because one of my desires was to attend church. I felt like the doors were shut there, I could not because I was ashamed that I could not read.

And so I carried the Bible with me, and I carried it for many years without being able to read it.

So I would like to use one of the scriptures that I heard, that I only heard and could not read that meant so much to me, at this time.

"Ask, and it shall be given you. Seek, and you shall find. Knock, and the door shall be open unto you."

I thank you, Senator Simon, for coming to Teutopolis, and I thank the ladies and gentleman here. Perhaps this is not the right way to address you. And I thank the children who are here, listening.

I am getting a little bit shaky, but I am very, very honored to be here. But this has meant very much to me, this particular scripture, because I have knocked and seeked and asked for many years. And the day that you let me read my letter in front of you was one of the very few times that I stood up in front of people and said I could not read.

Like Eric said, I always said I cannot, I cannot do anything. My self-esteem was nothing. My appearances was not like what you see today. So when a person is 45 and feels like even with dyslexia there is no way to learn to read, it is just a dream this year to know that IBM with the touching and the seeing and hearing, which was very important with dyslexic and with other readers without a learning disability, it is very important. This program is a great program.

I feel like in our United States and our individual small towns, it would really be a blessing for the people out there to learn to read at a faster pace.

I would like to read my first letter to everyone here. I would be very honored.

We were asked to write for a contest. And this was my first letter. Up to this point, all the other students, because they came in with reading problems but not with dyslexia, had written other letters even on the computer. But mine was mostly just following maybe something that I saw in front of me.

I went to church, and I came home one night, and I thought, you know, why can't I—I have been in the program for a long time—sit down and enter this contest. So I just asked for help from the Lord, and I sat down, and this was my thoughts. And it was my very first time to ever put my feelings down on paper.

I just could not believe what it has come to here today, that I am here in Washington.

It is titled, "Why am I am happy to learn to read."

"So I can read the Bible, so I can grow up inside and not be a little girl who is scared of the world and life. And write letters to friends I have now, and read books for myself, and talk to those who cannot read and try to help them, too. And write my life's story that it might help someone to hear this and come out to get help for themselves. So I can help those, Senator Simon, ladies and gentlemen, so I can help those who do read understand what it is like to not know how; so I can give to my family the thanks for the years I could not help them with school work, finances, self-esteem or love because I lacked this within myself.

So I can thank all who are helping me now learn to read."

Senator Simon, ladies and gentlemen, "to the Lord Jesus for giving me the faith to hope that someday the time would come for me to get the help I need to learn to read."

For Pauline Bass, my first tutor, who met me approximately a year ago and saw that I could learn even though I was dyslexic and 45; Harold Moore, who has worked with me several years not really knowing what to do with me because there was not a program in our small community for literacy, but he kept hanging in there and trying to do different things with me. So I respect Harold Moore of Rehabilitation.

And Fairfield College, which last year I entered and asked the teacher, when I met my tutor, if I could take it orally because I could not read, which took all the courage I had. And she talked to the president and asked if I could take it for credit, and I did take it for credit. She read everything and taped it. I got my first B at 45, and I cannot express what that meant to me.

And to Chris Boyd, sitting back here, who is the director of the program at Effingham, Illinois. She has been so beautiful in my life. And Mary Ellen Lutz, who I love dearly, who is instructor and teacher at the school, whose spirit is just beautiful and really is just great with the program.

And Dr. John Martin, I have a desire some day to meet him, because I did not believe as dyslexic I would ever be able to read anything.

And to IBM, who presented this program, I cannot thank them enough.

And to my friends I met at school because I did not know until I entered that school that there were neighbors or friends in Illinois or in my community who did not know how to read, and there was a bonding that we had when we found out there were other adults that could not read, such a bonding that I will never forget.

And my friends I have met at school at this time of my life which mean so much to me at this stage of life, which is age 45 and dyslexic.

I have prayed for years for this kind of help to come to all who need it.

Then I wanted to write the people that had encouraged us to do this because if they had not, I probably would not come to the point of saying why can you not read this, Gloria, the others are doing it.

"Dear friends of" Write for the World', thank you for caring and encouraging us to open doors to writing our feelings, of learning to read. Thanks so much. Yours in Jesus, Gloria A. Wattles. The little girl is growing up at last and is becoming a woman inside, too."

I would just like to thank you today. There are so many people out there, adults, who are hurting deeply inside. Some are schoolteachers who are teaching, and they are getting by, but inside they are not reading, have never been able to read.

There is even—at school there were two in the same family. And when they came into the program, it was the first time that they knew each one could not read, and neither one of them wanted to go in because they had seen the other one had gone in and they were afraid that they were a teacher.

So we have deep inner scars inside of us. And we do need funding. This program particularly with IBM is a real super program.

And, Senator Simon, I am a little bit trembly and scared, so if you want to ask some questions or tell me go on, you know, go ahead.

[The prepared statement of Ms. Wattles (with attachments), follows:]

PREPARED STATEMENT OF GLORIA WATTLES

Gloria Wattles, a 46 year old dyslexic student has been involved in the CEFS Economic Opportunity Corporation Literacy Program for the past 1½ years.

Gloria grew up in Louisville Illinois. She attended public school, but never achieved like the other students and dropped out of school after her freshman year. Gloria does not "blame" the school system but does believe that if there has been special classes for dyslexia or teachers who were trained in this area, she would not have found herself in her present situation.

Gloria was able to hide her inability to read from her family and friends through the years. It wasn't until 1987 when Gloria, by chance, met a teacher who told her about the CEFS Literacy Program; the teacher was also a volunteer tutor in the Literacy Program.

Gloria started the program with a one-on-one volunteer tutor and is presently receiving training at the CEFS Literacy Program Computer Learning Center.

The changes that have occured within Gloria are profound and involve her whole personna. We will list a few of Gloria's new strengths:

- the ability to discover and verbalize inner feelings
- the ability to express to the community the need for adult literacy programs through new public speaking skills
- the confidence to try new experiences that futher allow expression of herself
- AND TODAY, to testify to the power of learning to believe in yourself before the Senate Sub-Committee of Education.

"Why I'm Happy to be Learning to Read."

So I can read the Bible
So I can grow up inside
And not be a little girl
Who is scared of the world and life
And write letters to friends
That I have now
And read books for myself
And talk to those who cannot read
And try to help them too
And write my life story
That it might help someone to
Hear this and come out to get help
For theirselves
So I can help those who do read
Understand what it is like
To not know how
So I can give to my family
The thanks for the years
I could not help them
With school work or finances
And self-esteem and love
And so I can thank all who are
Helping me now learn to read.

To the Lord Jesus for giving
Me the faith to hope
That someday the time
Would come for me to get
The help I need to learn to read
For Pauline Bass (my tutor), Harold Moore (Rehabilitation)
Fairfield College (who gave me my first chance to take a college class)
Chris Boyd (CEFS Literacy Program), Mary Ellen Lutz (my teacher),
And to Dr. John Martin (who presented this program), IBM and this program
And my friends I've met at school at this time in my life that means so
Much to me. At this stage in my life which is age 45 and dyslexic. I
Have prayed for years for this kind of help to come to all that need it.

Dear Friends of "Write for the World", Thank you for caring and encouraging
Us to open doors to writing our feelings of learning to read.

Thanks so much
Yours in Jesus Love

Gloria A. Wattles, The little girl is growing up inside at last and is becoming
A woman now.

What Is The C.E.F.S. Literacy Program Learning Center?

The C.E.F.S. Literacy Program Learning Center, located at 120 E. Washington in Effingham, IL makes use of an advanced IBM computer-based system that addresses the problem of adolescent and adult illiteracy through the use of touch-screen technology and computerized speech to help students learn reading and writing. This is a phonetic-based system that enables non-readers to associate sounds with letters, letters with words, and use words to create sentences. It is designed to improve skills of those who read and write at or below the fifth grade level. Students who complete the program also learn touch typing and how to operate personal computers and electronic typewriters.

When students sit down in the learning center, they find themselves viewing on the computers the opening frames of a picture-book-style story. Learning occurs as they move through the story at their own pace. Since students have total control over the flow of information, they can have the computer repeat instructions if necessary. The picture-book-style story is about how the invention of the alphabet thwarts an evil duke's plans to overthrow a king. The story features both computer graphics-characters and scenes-and text. The first half of the program presents the picture-book-style story; the second half consists of exercises that teach writing and reading.

The Computer Learning Center can accommodate 16 students per class. The prescribed length of a course is 100 hours of instruction. Class times will be arranged to accommodate the schedules of the students when possible.

This computer-based system was first tested in 1983 on 23 students from the bottom 10 percent of the class at Washington, D.C.'s Cardoza High School. The students had reading skills below the fifth-grade level. Skills improved an average of three grade levels after 100 hours of instruction.

The C.E.F.S. Computer Learning Center is an exciting new component of the existing C.E.F.S. Literacy Program. For more information contact Chris Boyd, Literacy Program Director, C.E.F.S. Central Office, P.O. Box 928, 101 N. 4th St., Effingham, IL 62401, 217/342-2193 or Mary Ellen Lutz, Learning Center Instructor, 120 E. Washington St., Effingham, IL 62401, 217/347-7033.

The Daily Clay County
Advocate-Press

Founded July [illegible] Volume [illegible], Number [illegible] Flora, Illinois 62839 Friday, April 22, 1988 Price 25 cents

CEFS VOLUNTEER TUTORS Phyllis [illegible] (left) and Joanne [illegible] (right) are congratulated by VISTA Coordinator Debbie [illegible] and CEFS Literacy Coordinator Chris Boyd at a recognition night held by the CEFS Literacy Program Thursday night. The two tutors were honored for the time that they have donated to their students.

CEFS literacy tutors provide self esteem, help

By Duane Crays

Perhaps no one displays the confidence that the CEFS Literacy program can instill in a person than Gloria.

A 45-year-old housewife from Clay County, Gloria recounted the problems she encountered as she attended school. Suffering from dyslexia, which was not diagnosed until she had already left school, Gloria told a group of county officials on the Welfare Reform Committee that she was withdrawn and shy around others.

"Teachers would help me for a little while," she said. "But they would get frustrated after a while. They couldn't understand why I couldn't learn."

In her early school years, Gloria was usually placed in the back corner of the classroom, which only sent her spiralling downward. After years of Ds and Fs on her report cards, it reached a point where she left school. But the problems just didn't end there for her.

"I had problems with dating, I couldn't get a job, and there were problems with going to the bank," she said. "I didn't want to admit that I had a problem to another adult."

Gloria did finally admit that she had a problem and she entered the Literacy program. Through the help of her tutor and the Literacy Learning Center in Effingham, she is now working towards obtaining her GED.

"It (the program) has done so much for my self esteem in a few months," she said.

Gloria is just one of 1,528 people in Clay County who suffers from a reading deficiency, said Debby Dawkins, Clay County VISTA coordinator.

"A lack of literacy is frustrating and embarrassing," said Chris Boyd, CEFS Literacy Program Coordinator. "But with just a little assistance, it can be overcome."

Both Boyd and Dawkins said that they obtain their clients through referrals from different agencies and by people who come forward to get help. But both said that there is a problem with attracting the people who need the program.

"Because they are ashamed and embarrassed by the problem, they are reluctant to come forward," Boyd said.

But in most cases, once people come forward and begin to increase their literacy, Gloria said, their confidence increases.

"There is a bond between those who take the classes together," she said.

"When a person is in the literacy program, they undergo an attitude change," Dawkins said. "We have people who couldn't read at a high school level who are now working towards college degrees."

The program has aided employees at the Flora Care Center, established a teen tutoring program for high school students, and worked with referrals and walk-ins, most to great successes. But even with the success of the literacy program, Boyd and Dawkins said that there is still more that needs to be done.

"Sometimes a person needs an extra push," Dawkins said. "And that is the next step in the right direction. I would like to see more enter the program."

CEFS literacy recognition held

By Deano Crays

It was a night of laughter, fun and some reflection as the CEFS Literacy Program held a special award and recognition night at the Effingham Elks Club Thursday night.

The organization recognized both the people who have used the program to aid them in their attempts to improve their reading abilities, and the people who have volunteered their time to help.

But those who attended reminded everyone that there is a need for the literacy program, and that it will take more dedication and hard work to reach those who have reading deficiencies. It was the second such recognition night for the students and tutors, but the first that was also a dinner. Approximately 40 people from the seven-county service region attended the dinner and awards presentation.

The organization awarded all its students and tutors who attended for the work and dedication that each have shown. Also awarded were the tutors who volunteered the most time to their students.

Gary Colclasure, director of the Clay County Public Aid Office, was one of the founders of the program when he was director of CEFS. In the early 1980s, a need for a program to aid those who were illiterate was found, and Colclasure and others in the service organization set out to establish one in the region.

In 1982, the Literacy Program was started as a pilot program, and using county coordinators, Outreach directors and volunteers, the program began in earnest in 1983. It began to flourish and has helped numerous people gain independence, GED degrees and, most importantly, self esteem.

"The fact that you all are here shows that it needed to be done and that it needs to continue," Colclasure said. "Any program that provides self-esteem and allows a person to seek and get gainful employment is important."

Early in 1987, the program took another large step forward when it opened its computer learning center in Effingham. Students are not only learning to improve their reading skills, they are also gaining fundamental computer skills that will aid them as they move into the work forces in Clay, Effingham, Fayette, Shelby, Moultrie, Montgomery and Christian counties.

"There are two things that I'm the most proud of," said Eileen Nelson, Literacy Volunteers of America state director. "Those are the Head Start program and the literacy movement." Nelson recounted that the volunteer program grew out of a Chicago-based literacy program, and said that it has become one of the most important programs not just in the area, but in the state and nation.

Nelson said that while she is not actively tutoring any more, she is still very involved with the program, troubleshooting any potential problems and designing workshops.

But the backbone of the entire program is the volunteer tutors who help their students as they work on improving their literacy.

At the recognition meeting, several tutors were honored for their work, and two, Phyllis Hale and Jeanne Locum of Clay County, were honored for all the hours that they have donated. Other tutors were also honored from the seven counties.

Students offered their comments on the program and the tutors who have aided them. Many spoke of new found success that they had discovered as the world opened for them as they improved upon their reading and comprehension skills. If it had not been for the program, many said, they would not be able to find employment and would be lost in the world.

Special recognition was also awarded to the Clay County Public Aid Office, the Advocate-Press, the Effingham Daily News and other community organizations which have offered support to the literacy program through the years.

Literacy grads share dark secrets

By SUSAN MUMM
Herald & Review Staff Writer

EFFINGHAM — You learn to be a con artist when you can't read, says Judy Wilson.

She and Doris Dorn, 46, of Dieterich, have known each other 18 years. Their husbands are cousins.

But they hid from each other the problem they both shared.

"Neither one of us knew (the other) couldn't read," said Wilson, 35, of Edgewood.

They found out in February, after enrolling in the CEFS Opportunity Corp.'s first computer literacy program.

"My mouth flew open, I know it did," Dorn said, of the time she saw Wilson enter the computer lab.

Said Wilson: "I thought (Dorn) was working there, and I didn't want anybody to know. Now we're partners."

Wilson, Dorn and seven other women received carnations and diplomas at the program's close Tuesday. Teacher Mary Ellen Lutz gave them hugs and handshakes.

Tears flowed freely. The graduates didn't have tissues, so they dabbed at their wet eyes with toilet paper.

Readers profiled

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Wilson had enrolled after several of her husband's co-workers at Crossroads Press in Effingham were killed in traffic accidents.

"I thought to myself, 'If Keith didn't come home, what would I do?' There'd be no way I could support myself."

Her husband encouraged her desire to read.

But Dorn wasn't so lucky. She entered the class because her husband left her and her three daughters in December. She felt she needed the education to find a job.

"It's taken a divorce for me to come here but I'll go on. It may take tooth and toenails but I'm going to do it."

Both Dorn and Wilson will continue learning with a tutor. Mary Davis, 38, of Flora and Gloria Wattles, 45, of Louisville, also plan to continue reading programs.

Davis was taught French her first three years of school in Eagle Lake, Maine, a French community. When her family moved to Lee, Maine, and she entered an English school, she was lost.

Davis was so miserable that when she would ask to go to the school's outdoor restroom, "I would pick up my coat and take off for home."

She quit in the sixth grade, but not even her own children knew until recently about her reading problems.

Wattles became desperate to read after an employer who laid her off refused to take her back.

"They told me 'Your record is excellent, but you don't have a GED (general educational development).' They didn't want to help me fill out forms," said Wattles, 45, of Louisville.

She now gives public speeches, encouraging others with reading problems to enroll in literacy programs. The computer class was a confidence builder, Wattles said.

"I had never admitted to another adult that I had the problem," she said. "But the first day, nobody in the class would hold their head up — they were all afraid. We all had trouble learning, so we just formed a bond."

Page A8 **Central Illinois** Decatur, Illinois, Sunday, May 29, 1988

Meet the graduates

Photo by Susan [illegible]

Lori Evans of Effingham, right, wipes away a tear as teacher Mary Ellen Lutz awards her diploma in the CEFS computer literacy program.

Friends hide secret
...Page A1

Gloria Wattles

Age: 45

Home: Louisville

Family: Married to Kenneth Wattles. Has two sons, 19 and 3.

Reading level: Below first-grade level before the CEFS computer class. Now reading at the fourth or fifth month of the first-grade level.

Gloria Wattles

Special problem: Has dyslexia, a reading disability which, for Wattles, makes words "disappear" off the page. Quit North Clay High School in Louisville as a freshman.

Breakthrough: "It was a-while before I could even turn on the (computer)." Also, learning to associate names with characters in the computer stories.

Goals: "I want to learn to read the Bible." Also would like to be a counselor to other people with reading problems.

Literacy Computer Learning Center

Where: 120 E. Washington Ave., Effingham (north of the Effingham County Courthouse.)

Eligibility: Primarily designed for students reading at or below the sixth-grade level. Open to people throughout Illinois, although CEFS' service area is Clay, Effingham, Shelby, Fayette, Christian, Montgomery and Moultrie counties.

Strategy: Helps students learn reading and writing through touch-screen computer technology and computerized speech. Encourages spelling of words the way they sound, to associate sounds with letters, and letters with words, to eventually form sentences.

Goals: Improve reading and writing. Builds self-esteem and develops job skills through computer learning.

Enrollment: Started in February with two classes of 10 to 12 students. Capacity is 16. Four summer classes start the week of June 6.

Financing: Students pay no tuition. Computer costs and first year start-up paid for by $63,500 state grant. Agencies such as Job Training Partnership Act, vocational adult education programs, and Eastern Illinois Education for Employment Systems pay contract fees of $545.30 per student. Civic groups' and individuals' donations pay for students not associated with agencies.

Contact: Mary Ellen Lutz, 347-7033.

Doris Dorn

Age: 48
Home: Dieterich
Family: Divorcing her husband, Donald. Has three daughters, 17, 14 and 9.

Doris Dorn

Reading level: Was reading at the first-grade, first-month level before taking the class. Now reading at the second-grade, fifth-month level.

Special problem: Didn't learn to read in her early school years. Poor grades reflected that later on. Dropped out of Dieterich High School as a junior. "I got the feeling that nobody cared about whether I learned. I was just a thorn on the rose."

Breakthrough: Can't remember the word, but about a month into the program while was typing on the computer, Dorn realized, "I know what this word spells! I had a big old cold chill and it just hit me."

Goals: "I want to get a job so I can support my family." Had worked in factories until eight years ago. Is working now part time as a secretary for the computer center but wants a full-time job.

Mary Davis

Age: 50
Home: Flora
Family: Divorced, with four children, sons ages 30, 27 and 15 and a 26-year-old daughter.

Reading level: Was reading at a high school freshman level when started the CEFS class. Now reading at the high school graduate level.

Mary Davis

Special problem: Learned only French through third grade, so had problems learning English later. Dropped out of sixth grade from a Lee, Maine, school. Had trouble with pronunciations. Also had trouble seeing words and then writing them herself on paper.

Breakthrough: Gained confidence writing sentences and paragraphs, and can now write letters. "I couldn't do that before. I feel good about it."

Goals: Will continue in literacy programs and learn more mathematics. "I'm hoping to improve my skills so if my medical problems clear up (she has inflammation of her bone marrow) I could go back to work."

Judy Wilson

Age: 33
Home: Edgewood
Family: Husband, Keith, 10-year-old daughter and 7-year-old son.

Reading level: Was reading at the second-grade, second-month level when started the CEFS computer program. Now reading at a fourth-grade, sixth-month level.

Special problem: Suffered mental abuse from a third-grade teacher who laughed at her when she had trouble reading out loud. Quit reading after that, but graduated Effingham High School.

Judy Wilson

Breakthrough: Learned to distinguish her "e," "i," and "r" sounds. "Now I've read five books. Before I wouldn't pick up anything." The books were spy stories.

Goals: Continuing literacy work with a tutor, and speaking before groups on literacy programs. Also doing art work for the literacy newsletter "Open Doors," and teaching art classes to senior citizens.

EFFINGHAM/AREA

First class in computer literacy program

Adults tell of shame as illiterates

By BOB DELANEY
Daily News Staff

Adult nonreaders have a few choice words for their communities: Give us a chance.

Stereotypes of nonreaders or the functionally illiterate keep otherwise skilled adults locked out of meaningful jobs, and locked out of their communities, according to such people who are finishing training at a new computer literacy laboratory in downtown Effingham.

The residents of Effingham and Dieterich and other local communities also told of crafting a life of deception, even hiding out to keep their reading difficulties a secret, before embarking on the 100-hour computerized course.

One job counselor, upon learning of an applicant's reading deficiencies, slammed a job search file shut and said, 'You can forget about a job,' recalled Judy W., one of 10 members of the CEFS Literacy Program class who was desperate at the time for work.

Joan, a classmate, recalled how she had "buried myself in the house. I wouldn't come into town unless I had to. I didn't want people to see me." Others in the group nodded in agreement when she said that.

The CEFS program has brought about a radical change in the lives of adult students, who are now eager to venture through doors that always had appeared closed to them, they said.

The group is speaking up since finding themselves "in the same boat (and deciding) we're going to work it out together."

Normally, the illiterate adults said they had rarely met another adult with similar troubles. Two of the classmates are relatives who found out about each other's true lifestyles only when meeting on the first day of class. The class, which began in February and is winding down this week, gave most everyone their first chance to associate with other nonreaders.

"We're very clever. We were masters at not letting people know," said one member of the class.

"You don't want people to know," said Judy W. "It's embarrassing. It hurts. It's a deep hurt."

Some members of the class are high school graduates. Some have worked for local manufacturers or for hospitals. Some have never held jobs. One has been a Scout leader for more than 10 years. Always they were quiet.

But now they're all anxious to open up to the community with a message that has gone unspoken. Adult nonreaders' are people who need jobs and other roles, yet are stonewalled up by their inability to read adequately.

Joan said she had always settled for being a waitress or working in a laundromat because "those were the things I felt worthy to do."

She made some efforts to find better work but without success. She would bring her husband along during job hunts and "make every excuse I can to take the application out to the car."

Judy W. said she has built up an assortment of skills from doing many types of jobs, but still felt frustrated.

"A lot of employers don't give you a chance," she said. "Employers don't go past the application."

"We're capable of doing things, but we just need a chance," a student added.

Doris found her first job as receptionist and secretary for the adult literacy program she had joined as a student, and said the boost in confidence has raised her sights higher.

"I'm starting out at the bottom, but I'm working my way up. It may take tooth and nail, but I'm bound to do it."

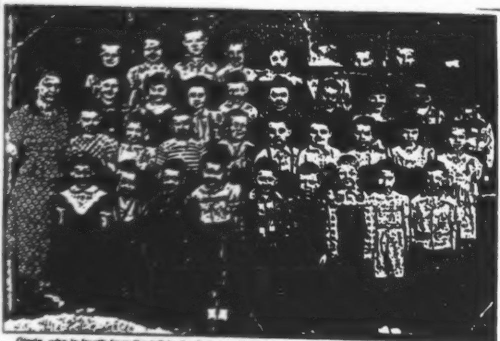
When Doris' spirits falter, others come to her side.

Students said their first days in the computer literary class were the same as their previous days; they were fearful to speak up. That changed once the group learned "we were all on an equal basis. We were all in the same boat."

The program also was one of the first instances where the members heard words of encouragement, they said.

"We were used to people telling us 'You're dumb. You can't do anything,'" said Carole. "We didn't want to hear that. We don't need to hear what we know we couldn't do.

"We want to open doors," she said.



Gloria, who is fourth from the left in the first row of a first-grade class picture, remembers her initial enthusiasm for school from the smiles in the early photographs. These smiles slowly disappeared in future photographs, and one class picture she tore up in frustration.

Illiteracy

Stigma of being unable to read is secret story of Gloria's life

Editor's note: There are believed to be 17,000 adults living in Effingham and surrounding counties who are functionally illiterate or incapable of reading at a fifth-grade level. Hundreds have been coupled with volunteer tutors during the past four years through the CEF's Economic Opportunity Corp.'s literacy training project, and several dozen have enlisted in the agency's computer literacy center that opened this year in Effingham.

A common theme among these adult non-readers is the mask of secrecy that they use to shield their plight from others in the community or at work out of shame or to protect their jobs. But more often, they are coming out in public now to speak about their lives. Gloria is one of the outspoken members of the first class at the Effingham literacy laboratory. She has met with groups of junior high students, an Effingham civic organization, literacy tutors and Effingham ministers. She also agreed to discuss her life in school and afterward for these stories — her story.

By BOB DELANEY
Daily News Staff

Gloria talks about writing her life story some day. The plot would be one of battling back from crippling adversity, although not a physical one in the traditional sense.

But even starting the first chapter would be a monumental achievement for the 43-year-old woman who, until six months ago, had spent most of her life struggling with the frustration that she was dyslexic and could not read. The strain caused her to drop out after one year of high school, and thus she could not find rewarding work, earn a driver's license, travel on her own or tell time.

> "AT SOME stages it hurt so bad I didn't know what was going on. I kind of made my own little world and if I didn't want to respond to them I wouldn't. ..."

She fought back in midlife through a south-central Illinois volunteer literacy program, one that was not even on the drawing board when she staggered through nine years of school and three decades of adult life as one of the country's estimated 25 million functionally illiterate adults.

Whereas the Clay County woman once cowered in secrecy, she now has spoken out in public for the first time in her life. Having kept her learning disability a secret from her father until the day she left school for good, she now wants, perhaps needs, to travel with a message of the hope she discovered.

This is Gloria's story.

I didn't know what the problem was. I was excited when I went to school. I wanted to sit right up in the front row, but I was always before long placed in the last row. When they found out I wasn't caught up with the other kids they had one row that was for slow learners. After a while I wanted to be in the back seat.

When they were learning letters like the C's, D's and E's, I could remember erasing the paper so many times because I would make a mistake that none of the other kids were making. The teacher could see I was having problems and she would ask me to stay after school.

I really wouldn't talk to hardly anyone. I was a very sensitive child. These things that happened, they left scars on me.

Gloria went through school in Louisville in the 1950s in the days before diverse special education programs. Her problem of dyslexia, which kept her at times from seeing words on a page or hearing a person spell out the sounds of words, went undiagnosed throughout her school days.

In fact, the term dyslexia did not come into popular use until the late 1960s and 1970s, according to author Mary MacCracken in her book, "Turnabout Children: Overcoming Dyslexia and Other Learning Disabilities."

Mostly what Gloria remembers from school was the gradual process of accelerating pressure and shame that lasted beyond the day she refused to report for her sophomore year of high school.

Continued on Page 3

Illiteracy

Continued from Page 1

Frustration, almost to the point of surrender, is a common characteristic of literacy students, according to Chris Boyd, a CEFS Economic Opportunity Corp. tutor-program director. "The frustration starts from the beginning and keeps building. We see that in a lot of our clients. After you've been told you can't do it over and over again, you can convince yourself."

As I got older I got more aware. I wanted to go to school, get the reading and things ...

I think sometimes the pressure of school and not being able to read ... Kids would get up and read a story or spell. I got to the point I would just put my head down on the desk and not look up. In some classes it got to the point they wouldn't call my name. They'd skip over me because they knew sometimes when they called Gloria, I wouldn't even respond.

The whole time I was never held back. I think it may have helped if I was, but back then the teachers didn't know what to do. (A teacher) was trying to teach me to read and I maybe was crying. She just didn't know what to do with me.

In those days, Gloria recalled, special education needs were met by asking the student to stay at the end of the day. That only added to her feeling that she was a "bad person." In addition, her yet-undiagnosed dyslexia gave her troubles with memorization skills and directions. It made the thought of a trip home without the help of a brother frightening.

I had a brother who was in the same class as me. He kind of protected me. I had never walked to school by myself. One day they said I would have to stay after school and he would have to go home. I was afraid I didn't know how I was going to get home. Even things like direction stuff I still have trouble with, remembering things. It took me a while to learn.

Here I was. I had to stay after school. Somewhere I got in my mind that I was a bad person because I had to stay after school.

My mom tried to sit down and help, but there were eight kids all close together. She would sit down and say the word and she'd try to say the sound. I could not see what she said to see. The more she would go over and say, 'Can't you see what I'm saying. Can't you see what that says,' and I could not. I just could not see it. So I would get up and start prancing around the room and throwing things and maybe screaming. She'd say, 'Here comes one of her tantrums.' She had things she had to do and she went ahead and did them. She didn't know and I didn't know what was going on.

Gloria describes herself as a shy, quiet person who did not talk out loud often as a child. Her frustration in school led her further into a private world as she went out of her way to avoid contacts.

When I went outside (for recesses) I wound up standing against the building or standing someplace by myself. I was basically a very shy person anyway.

I can probably remember some good things. I was the type of person if there was someone in the class ... if someone was off in the corner I would tell them I understood why they don't see you for what you are. I think my father was that kind of person. He was always reaching out to people.

I went from grade to grade where everyone kind of knew I couldn't read. It upset me. I couldn't do the things they did.

One year, I think it was the fourth year or fifth year, they made the first beginnings of going into special education. They took the classes and divided them. It may have been they just had too many, but I remember one of the students saying to me after I was in this other class, 'How do you like being in the dumb class?' It really hurt. It really sunk in.

I know there were different times I was sick, and a lot of times I got real bad sore throats and things. I think that was maybe brought on whenever there was a test or something I wanted to miss.

At some stages it hurt so bad I didn't know what was going on. I kind of made my own little world and if I didn't want to respond to them I wouldn't.

There were good moments and teachers — one she still remembers encouraged her to take up drawing — who occasionally sensed her learning disability. But learning disabilities were more or less undeveloped concepts until the 1970s and later. She remembers her grades being average.

I know one time a lady came in. It was in my fifth grade class, and she had art materials. She encouraged me to draw. I thought she really didn't know what she was doing by having me draw a picture, but I did. She related to me that she knew I was slow in learning. She said she had a real rough time learning, and she spotted kids that had problems. She was trying to find some way that I would feel good.

This week and last week (these interviews with Gloria took place a week ago) I started an oil painting class. I saw the lady that was teaching it one day and I got brave enough. I went into this restaurant and the lady was there. I got to talking to her. I wanted to take painting classes and I think that stemmed from that one lady doing it.

Gloria says her home life seemed a normal one, even with a large family of eight children, all of whom were close. Her father was at work much of the time to support the family. Gloria was quiet and believes dyslexia may have affected her voice. She would grunt as a child at times rather than speak. However, she admired her father and set out one time to be chosen a cheerleader to make him proud. She succeeded by approaching a number of people at school to get their support.

This was out of character for me, but I wanted it so bad, so I got to be a cheerleader. The thing of it is, when it got time for me to go out in front of all the people at school and practice, I wouldn't go out. I remember the principal saying, 'Anyone who is a cheerleader and will not go out and practice and do the cheers in front of the kids will not be able to be a cheerleader.' I wanted it so bad that I went out, but I can remember how terrified I was.

In some of the cheers you would do there'd be spelling, and I can remember one night I didn't realize I was spelling one of the words of the cheer wrong. One of the cheerleaders said to the other girls that I had spelled it wrong. The crowd couldn't have heard it, but she did.

Some of the kids were asking how I got to be cheerleader when I couldn't learn. These people who said things about me, some were my friends who I had helped. They were just young like me. They didn't know what they were saying.

I didn't even think I would go to church because one time when I was younger a lady asked me to come to church and I said, 'I can't read, and I wouldn't want to be embarrassed.' She said, 'Well, just come on in.' She made me stand up in front of everyone. Tears were rolling down my eyes. I walked out of there and walked home and I thought I can't even go to church and learn about God. I didn't think I would ever be able to read the Bible.

Since beginning lessons in a computer literacy program, Gloria has come across a number of younger children today with learning disabilities that baffle their parents and teachers as she did her parents and teachers. One of her dreams is to work in counseling.

One of the hardest things is to help a child learn and overcome (low) self-esteem. You really just don't understand what's going on. The longer he feels bad about himself and can't look up and can't make friendships, it's going to be that much more emotional scars. That's why I think it's so important for school systems to find out what's available.

When I got to high school I was so embarrassed. All those years just built up. Right after lunch break or if we had a class break I would go into the home ec room and hide out. It got to a point my sophomore year when it was time to go back to school. I just couldn't handle it.

I wanted to stay in school, but the pressure was inside me. All these years built up and I just couldn't handle it. I didn't know if a boy asked me out how I was going to deal with it, what they would think of me if I told them I had this problem.

My sophomore year it was time to go back to school, and my mom said, 'She's not feeling well.' She said something to my father. The thing of it is, I had him fooled all these years.

He came in and told me he was going to take a belt to me if I didn't get up and go to school. I got up and started to cry and said, 'I went all these years and felt embarrassed because I couldn't read.' I said I didn't care if he whipped me. I wasn't going to go back. That was the first time he knew. Tears came to his eyes and I heard him go in the other room. He was so angry at the school system and so angry, I think, at the fact he didn't know.

He only went to third grade, so he knew what it was like not to read well. He knew what I was going through. I think they all realized that there was pressure.

Tomorrow: Living as an adult illiterate.

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Illiteracy

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with a lot of young kids. But as I got older and they started getting smarter, they wanted me to read books to them. I started to shy away. When they got to the point where they were wanting me to read books, I broke that contact, which was really hard. I just quit going.

I had friendships and I would break them because there came a point where I didn't want to be embarrassed.

One of the few recreational avenues for her was a skating rink near her Louisville home. She also met her future husband there.

The skating rink became my refuge, and the people who ran it also happened to go to the Christian church. They kind of took me under their wings and encouraged me.

I did learn to skate. Everyone else at my age had quit skating, but I was bound and determined. I would go out there, and if someone was having trouble I would make it my point to help them.

The people who ran the rink, if they would have a church party or anything and knew I didn't have transportation, they would call one from the group I ran around with. They'd say, 'Well, they don't have enough to skate tonight. If you girls would like to come out and skate, you can.'

I thought I would never be married. I didn't think anyone could accept me.

I told (her future husband) eventually (about the reading disability), but not immediately. It hasn't been easy for us. We didn't know if it was something I could learn or was going to set me back.

As things turned out, she did get her driver's license by taking an oral test with help from a sister-in-law, and the achievement marked a turnaround in her life. About the same time, she had made contact with a minister who became a friend and listened to her.

I was 23, 24 when I got it. My sister-in-law went without my permission. At first, I was kind of angry. She went down and told them I had this reading problem and she just knew that I could do it and I would pass. She worked with me. It's something I never believed I could do. She meant a lot to me. She tried to help me come out.

(The minister) knew that I was going to take the driver's license test. I was scared after I got it. I drove (as part of the test). I let my sister-in-law drive home, and there he was at the church just waiting for me to stop by and tell him how I did. He called my sister-in-law and said, 'Well, how did she do? I've been praying about it and I've been concerned.' He knew if I failed it would set me back, and if I passed he knew it would help. It was the first time I could feel that people really cared.

He (the minister) was kind of like me because one of the things we talked about is (that) I wouldn't look up. I always looked down. He even took a piece of paper and he was drawing this little illustration down here because he knew I would look down at the paper and not up at him.

Another important person in Gloria's life was Harold Moore of the Illinois Department of Rehabilitation Services at Olney, who met Gloria when she was in her 20s and was among the first to recognize that she had dyslexia. He helped direct her to other services, including a clinic at Eastern Illinois University, and has stayed in touch with her through the years and her recent successes. "She's a totally different girl," he says.

That's when I went to Charleston (for EIU's clinic). That was so scary to go up to them because I had never drove to Charleston. Even driving to Effingham was scary. I took my mother with me, and she went with me each time to make sure I got familiar with it.

They really believed I could learn. I was skeptical because I had never learned before.

Mr. Moore also had found a place at Flora. Charleston was just a safe place for me. If I had to go to Flora, it might be someone that I knew.

Gloria, who stayed away from church after a bad experience as a child when she had to stand in front of others and went home in tears, did go to Flora often in those days to participate in church activities. She has deep religious beliefs, which she says have been a big factor in helping her overcome her disabilities.

These were people who were all new to me. I was a little bit scared of my hometown because I hadn't learned in school and everything. I felt not good about myself. I was getting away from my surroundings. I wanted to be like a new person.

One of the recurring frustrations in Gloria's life has been her lack of confidence that she could work in a job. One time she skipped a scheduled job interview because of her fear. Eventually, she worked several years in a Clay County factory as a machine operator with a relative's assistance before quitting, but was turned down years later when she returned in search of work because she lacked a GED. She also started beautician school but dropped out when the pressure became too much for her.

I asked (a sister-in-law who worked at a factory) if there was some way I could get a job because my confidence level had come up. So I started working there. The girl whose job I was taking was taking a maternity leave. She stood there by me the first night that I worked, and I was scared to death. If I goofed up, she brought me along. She was the best person I could have run into.

I took her job with the idea she would come back after her maternity leave. When she did come back, they gave me another job and kept me. It was about three or four years that I was with them.

I worked nights, and the night shift was the first one to go (whenever the factory went through a layoff). Then I worked days for a little while, but then they went by seniority.

I always wanted to go to beauty school. They told me it was a stressful job. I said if I could listen and have someone to help me ... They said, all right, I could go.

I did real well, but when it came to cutting hair I had dyslexia and when they said to cut a certain angle and how to fold it, I could not see or hear what they were saying.

At the time, I had so many hours in that I could have got through it. I got to the point where the pressure got real bad for me again. I was supposed to get the (course) books on tape, but I didn't get them. I was getting behind in school. Some of the words were great big words that I had never heard before.

I'm still hopeful. Before you couldn't have a beauty school in your home, and that's all changed. Someday I may go back and try that again.

The big break for Gloria was a decision by her church, First Christian Church of Flora, to look into counseling courses for members of the congregation. A Christian counselor who was trying to get the classes under way encouraged Gloria to consider joining.

That was the first time that I really started making progress. Whenever he asked me if I wanted to go to class, I was just shocked that anyone would think I could go.

In the end, Gloria encouraged others to consider the class and enough turned out to allow the course to be offered. She eventually took several classes held at the church, sponsored in part through Frontier College. She still lacked confidence, however.

What they did was they went around the room and everyone was supposed to tell his name. The counselor knew that I wouldn't talk. So they went around the first day and everyone said his name. I couldn't even say 'Gloria.' He skipped over me. He didn't want me to run out the door.

Gloria calls the classes on child psychology, human development and death and dying a turning point for her in dealing with her emotions about her deceased parents and her own two sons. She took several courses at the church and later heard through a friend about a child psychology class that was starting at Frontier College to be taught by a woman. She decided a different perspective would help her, too. The teacher turned out to be literacy tutor Pauline Bass of Effingham.

One of the students I saw at church, and I asked her what she was doing. She said, 'Tomorrow night they're starting this psychology class.' I wouldn't have known it because I couldn't have read about it. I had taken the class, but you need to refresh things. Plus, it would have been a different perspective.

Whenever they did start this psychology class, I happened to be very fortunate to meet this lady. When I walked up to the door I didn't go in. I was scared to death. She was over at her desk in the middle of the room, and when she saw me I waved to her to come over. When she came over I told her I didn't know if I could, but I'd like just to audit the class because I had a reading problem. She just smiled kind of big and said, 'Come on in. I'm a literacy teacher.'

Tomorrow: A grown woman blossoms.

Illiteracy

Inability to read hurt Gloria in her life as an adult, too

Editor's note: An estimated 17,000 people in Effingham and surrounding counties are believed to be functionally illiterate. This is the second in a series of stories about the challenges faced by one area resident as she struggled to overcome her inability to read through the aid of the CEFS Economic Opportunity Corp.'s literacy program.

By BOB DELANEY
Daily News Staff

Today, Gloria is a new student at age 43 in an Effingham literacy project. But at age 15, she had dropped out of school and found herself without plans for the future. She simply withdrew and, still not aware of her dyslexia, tried to deal with a growing depression that stemmed from the knowledge that she could not learn. Worse, she now was confronted by work, marriage and motherhood.

I just kind of stayed in the house for a while. I was kind of withdrawn. The kids would go uptown for Cokes and after ball games. I enjoyed going. I wasn't talkative, but I enjoyed going.

After I quit, I pulled away. I felt real embarrassed if people asked me why I quit. I wouldn't have told them.

There was a family that lived close to where I was that needed a baby-sitter, so that was something that I looked forward to, and I had money.

I was making money and the kids at school thought it was great. They would say, 'Here's Gloria, she's out of school and has a job.'

While some former classmates were envious of the fact that she was out of school and earning money, they were close to the point of getting driver's licenses, a possession she feared she would never have. Her inability to read was still a secret from most people in her Clay County hometown.

Everyone else was looking forward to driving. Everyone was getting their license, and that was something I just knew I would never have the opportunity to do. I felt real bad because in our area it's a small town and the businesses close up early. At the time I was that age you didn't see people out walking. When I went to the ball games, I had to walk. Sometimes people would offer me a ride, but I would say 'no, thank you.'

With the baby-sitting, I mixed

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Gloria

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orted to learn the machines. I as really having problems and me of the other girls started tching on. I would have to ask em a lot of times what that eans, what to do. Some of them re having problems, too, and ey asked to see what mine was.

Lutz and Gloria solved the oblem by preparing cards th the steps for running the uch-screen computers. oria, though, was dealing ith an additional handicap — slexia — and putting items to emory took a considerable eriod of time.

She had told me whenever she terviewed me that the program ally wasn't set up for dyslexia. was set up to help people with ading problems.

They were willing, and I was illing. They had talked to the eople who set up the program nternational Business Machines orp. was the creator of the mputerized literacy system). hey said they were willing to ke the chance. I know some of em came in with a very low vel, but I was going to have on [illegible] level.

We felt at ease after we got re because when you walk in 's like everyone looks like eryone else that's out on the reet. I really hadn't met anther (illiterate) person. That was y first experience. They were ice-looking people. They were eople that had families. It was n open door for all of us to hear ther adults.

The two that sat next to me, ey worked together so good. hey didn't know they had these oubles (the two learned about ach being illiterate after seeing ach other at the first class) and hey were in the same family. It as encouraging to hear them. oth of them had such bubbly ersonalities. Even though I idn't say much, they made me el I was part of 'em because hey were over there joking. veryone else would get in, I ould just feel part of 'em.

It was just supportive here, nd the other people having roblems and joking and carrying on. It was not making fun of ach other, but having fun working through it. That's why this lass was so good, because it was he first time I realized there were ther people.

That was one of the hardest hings, when the class was over. They (students) really didn't [illegible] after having this experience and being in the first class. They eally had a hard time leaving, aving a teacher that cared. It's bond that we have.

Boyd said the literacy project sought to establish that literacy involved more than just reading, and that self-esteem was involved.

When Boyd first met Gloria, the new student was quiet to an extreme. "She would smile a lot," the literacy coordinator remembered. Gloria said she smiled when finding something funny, but did not laugh. A couple of times during interviews last week she did chuckle.

"Now she'll look you in the eye, which says a lot about how she feels," Boyd said.

Moore, a state worker at Olney with the Department of Rehabilitation Services, has counseled Gloria numerous times. He, too, has marveled at the change from his first meeting with a young woman then in her mid-20s.

"At the beginning, she was very [illegible]. One of the big changes [illegible] her ability to articulate and express herself. She wouldn't look at you before. It was her own determination that she was going to turn things around. Now she's speaking in front of groups."

Some of her desire was demonstrated when she met in August with new volunteers who were training as tutors. She told the group, "I prayed for all my life for this kind of help to come along. There was a little girl in me waiting to grow up and waiting to learn to read."

Gloria still is learning to read and just this month began a new course at the Effingham literacy laboratory to assist victims of dyslexia.

"I just know that Gloria's going to read one day," says Lutz. "I just know she's going to read."

As far as her speaking out on behalf of literacy, Gloria gives credit to the Lions Club, the first group to which she spoke.

There's something I just can't express because they were the first to really give me a chance to talk, and they were so nice to me and so encouraging. That was the first time that I talked, and they set an example for me to go ahead.

I would say to other Lions Clubs and other groups to have students come in. It's just another process of healing the emotional scars, to learn and to be able to get up in front of people that you couldn't do in school. Whenever they respond good to you, it starts building up your self-esteem.

Speaking to friends or near home in Louisville remains one of the challenges for Gloria, who has done most of her public speaking in Effingham this summer and fall.

It's easier sometimes to talk to a stranger, and you kind of struggle with friends. I'm getting better at it, but it's a little easier to talk to a stranger.

Before I felt so insecure and embarrassed, and now I kind of feel that I'm contributing to the community by going out and speaking. Maybe I can help someone even in my own town. I feel for the first time that I'm helping my own town. I feel good about it.

I told the kids in junior high class of learning disability students down at Flora, 'If you can, right now tell your teachers of what kind of trouble you're having.' You may feel embarrassed that you're in seventh or eighth grade and having this problem. If you can go ahead and say, 'Now I'm going to start working,' you won't have to be 45 and waste all these years of not being able to have a driver's license and not really being able to make friends because they wouldn't like you if they knew and not being able to get a job.

I just encourage somebody to be brave enough to tell someone and ask for help. You have to get to the point where you say 'I'm willing to take the chance.'

Be willing to take a chance and trust someone. If they can, take a chance like I did and go to a class and say 'I can't read.'

Even though she is still in the process of learning to read and restoring her confidence, Gloria is looking ahead at her own future with the greatest enthusiasm since her first days of school as a child.

I would like to go back to beauty school and see if I could do it this time, go back to something that I didn't finish. I think that would give me confidence.

And I would love to take more classes and get into some kind of counseling. I would be able to help people with reading problems — not just reading problems, because I just really care about different things that people have to work through. Then I'd like to write a book

and read the Bible.

What is dyslexia?

Gloria introduced Harold Moore to dyslexia, just one of many learning disabilities, but one of the most severe.

She also brought understanding of dyslexia to an Effingham literacy laboratory, which since has devised a special class to help persons with the condition.

What is dyslexia?

"It's a very difficult thing to diagnose," said Moore, who works with the Illinois Department of Rehabilitation Services in Olney. "To me, it means they certainly aren't seeing what other people see."

Dyslexia is most commonly associated with problems with reading or comprehending words. Some victims experience reversals of letters. Some have problems with attention. Some have trouble with comprehending spoken language.

In the case of letter reversals, the word "friend" may appear as " freind" or "probably" as "propadly."

Chris Boyd, who is with an Effingham literacy project, said parents sometimes are reluctant to seek out help for their children because "parents think it looks bad, that they have done something wrong."

But Gloria, a 45-year-old literacy student in the Effingham literacy project, said she knows now just how critical it is for schools to recognize the special needs of dyslexic students and for parents to seek out help. She also has encountered several children with some kind of learning disability that was disturbing to parents or teachers — conditions she recalls from her own childhood.

LaElla Baker, a special education teacher at Effingham Central School, went through a program this year on the Orton dyslexia program and is encouraged by the early results in the classroom this fall.

The Orton Dyslexia Society encourages a multi-sensory approach to working with dyslexic students on the premise the students are missing the lesson from the single sense of sight (viewing the lesson in a textbook or on the chalkboard) or hearing (a teacher's lecture). The program uses letter tracing, finger spelling and other practices to bring all the senses into use, Baker said.

"You try to use all the senses you can because they're certainly not getting it from one," she said.

The Orton Dyslexia Society is located at 724 York Rd., Baltimore, Md., 21204. The Orton Dyslexia Society Illinois Branch is at 410 E. Walnut Rd., Lake Forest, Ill., 60045.

Mary Ellen Lutz, who also is using the Orton multi-sensory approach in the new literacy class for dyslexic students and also is getting encouraging results, said there may be interest in the future for a local dyslexia chapter.

Lutz said the first step for parents should be a meeting with officials at school to discuss testing to identify the source of a learning problem.

Illiteracy

Gloria's message of hope: Disability can be overcome

Editor's note: An estimated 17,000 people in Effingham and surrounding counties are believed to be functionally illiterate. This is the last in a series of stories about the challenges faced by one area resident as she struggled to overcome her inability to read through the aid of the CEFS Economic Opportunity Corp.'s literacy program.

By BOB DELANEY
Daily News Staff

Because rehabilitation specialist Harold Moore knew Gloria at her darkest moments of hurt and despair in her world without reading, it means something when he makes the judgment, "She's a totally different girl."

Moore sees it. So do Pauline Bass and Chris Boyd and Mary Ellen Lutz, a few of the people who have made a difference in Gloria's life. Most importantly, Gloria sees it.

This is the latest chapter in her story.

Because Pauline had worked with me, I had the encouragement to try something that I had never done. She showed me all this stuff. It just seemed overwhelming.

It was just what I needed at the time. When I got through (Pauline Bass taught Gloria in a child psychology course at Frontier College) she said, 'I want you to go for your GED now.' There are so many things that have happened in the last year that I think I'm in a dream.

Bass, when meeting Gloria in the child psychology class, saw a future for Gloria and suggested she make contact with CEFS Economic Opportunity Corp.'s literacy project. Bass worked at the project as a volunteer tutor. A new computer literacy laboratory was opening in Effingham at about the same time.

Lutz taught Gloria when she became a member of the first class in the computer laboratory. Boyd, director of the literary laboratory, also worked with Gloria, particularly at building her self-esteem and earning a GED, which she received on May 25 — 30 years after dropping out of high school.

They had a waiting period of time before the class started, and I was kind of thinking, "Do I really have the courage to go ahead and go through with it."

I think the day that it started I was running late and I came through the door and the whole room was just full. Everyone was looking down and not knowing what to say. I got a seat, and when I looked up, everyone was kind of in the same way. They were afraid to look at me, and I was afraid to look at them.

Every one of us, it was the first time the group had got together and said we had this problem. Then we came in here and

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Shelbyville Daily Union — Monday, Mar. 13, 1989

One woman's struggle to open the closed doors of illiteracy

[illegible]

Gloria Wattles, a student in the CEFS literacy program, has at last succeeded in fulfilling her dream of being able to read the Bible. When she was a small child she was embarrassed when she attended church because she was not able to read the scriptures and learn about God. Today, Wattles shares her life-changing testimony with various civic, church and professional groups in order to bring hope to others who are handicapped by illiteracy.

CEFS reading program helps area residents fight illiteracy

[illegible]

ther student is a man in his 50s.

Two other residents, a woman in er 40s and a man in his 30s, have hosen the program's second op ion of having a one-on-one tutor.

Sandberg noted that illiteracy tudents come from all walks of ife. Past students have included ruck drivers, pilots, homemakers, actory workers, artists and self-em loyed businessmen.

"We've also had a lot of teenag rs involved in the program," said Boyd. She added that the computer earning center currently has 14 igh school students who are tak ng part in the program.

"What we need now is to see more community involvement in he program."

She added that students could hoose the mode of education they refer, either the tutor system or he computer lab.

"We let the adults chose their wn reading materials. Some have hosen to use the Bible, a newspa er or a bank account book."

Sandberg noted that the normal utoring session is two hours per week, which may be broken down nto two sessions. She added that in ividual enrollment and progress is ept confidential.

For those who would like to be ome a volunteer literacy tutor, andberg noted that a 12-hour free utor-training session will be held n this area on March 14, 16 and 18. Those interested in tutoring may call her at her office at 774-541 for details.

Sandberg added that there are urrently five qualified tutors in

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CEFS Literacy Director Chris Boyd (left) and Shelby County Literacy Coordinator Berni Sandberg (right) stand beside Gloria Wattles, a 45-year-old resident of Clay County who recently learned how to read and write through the CEFS literacy program. Wattles use to describe herself as a shy person who avoided eye contact with others because of her low self-esteem, caused by dyslexia and an illiteracy problem. Today, Wattles serves as a spokeswoman on the war against illiteracy by sharing her story.

Shelbyville. "There are 600 tutors within the seven CEFS counties with a total enrollment of 638 students."

Since the literacy program is a non-profit organization, volunteer assistance and donations are vital, according to Sandberg. In addition to volunteer tutors, the program can be supported in this area by donations, advertisements and supplies.

"Current CEFS needs include obtaining a TV and a VCR system to train students and teachers. We could also use printing services, as well as transportation for the students," said Sandberg.

Gloria's letter

"Why I am happily to learn to read: So I can read the Bible, so I can grow up inside and not be a little girl and scared of the world and life; so I can write letters to friends, and read books for myself and talk to those who can't read and try to help them to understand what it is like; and write my life story so it might help someone to come out and get help for themselves; and so I can help those who do read to understand what it is like not to know how." (This was the first hand-written letter written by Gloria Wattles of Louisville, Ill, who attends literacy classes sponsored by CEFS, a community action agency.)

SPECIAL TO CLAY COUNTY ADVOCATE-PRESS

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RELEASE FRIDAY, FEB. 10 OR
SATURDAY, FEB. 11, 1989

CLAY COUNTY RESIDENT FEATURED ON WUSI-TV'S "FORUM 16" THIS WEEK

Gloria Wattles to be featured on WUSI-TV

Area residents will have a special opportunity to see how the literacy program can help individuals this weekend in a program on WUSI-TV 16.

Gloria Wattles, a Louisville resident who is a student in the adult literacy program of CEFS, an Effingham-based organization working to improve literacy levels of persons in a seven-county area of southeastern Illinois, will be the featured guest of "Forum 16" on Saturday, Feb. 11, and Sunday, Feb. 12. Both shows will air at 9:30 p.m.

The show will explain how Wattles began her study in the CEFS Literacy Library. The library, now approaching its first anniversary, provides opportunities to reading deficient individuals to improve their reading skills.

In a touching wind-up to the program, Wattles will read on the air one of her first letters she wrote following her studies at the Literacy Library.

Also appearing on the program are Chris Boyd, literacy program director for CEFS, Mary Ellen Lutz, Learning Center instructor, and Judy Wilson, another literacy student from Effingham County.

"Forum 16" is a weekly public affairs series aired on WUSI.

GLORIA WATTLES OF LOUISVILLE and Chris Boyd, CEFS literacy director, will appear on "Forum 16," a WUSI-TV public affairs program on Saturday and Sunday. Each show will be at 9:30 p.m. Gloria will speak about her studies at the Literacy Center and read one of her first letters written after she completed her round of studies.

Congressman visits literacy lab

By BOB DELANEY
Daily News Staff

The enthusiasm of teen and adult students at a computer literacy laboratory provides a clear signal of the need for the program, a congressman said after a visit Friday.

Terry Bruce, D-Olney, was impressed by the enthusiasm of one student in particular who had encouraged him to come to the Effingham literacy center.

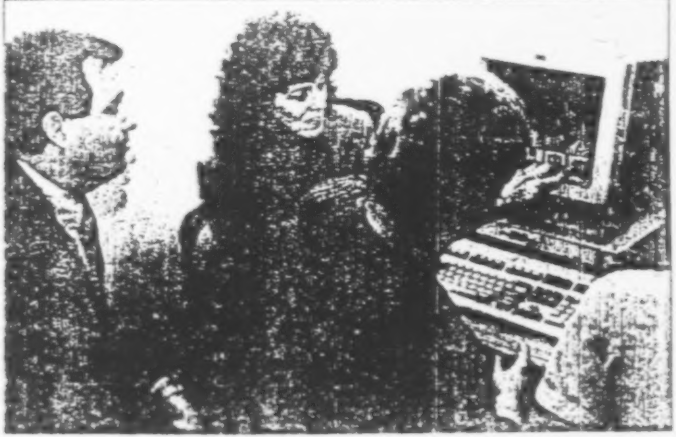
A high school reading development class that meets here daily added another living endorsement, with some members asking for more such events "so it gets people's attention."

CEFS Economic Opportunity Corp. officials, the sponsors of the lab, also discussed with the Illinois congressman the need for funding to keep the center open in the future. They said some students in the seven counties served by CEFS are restricted to one-on-one tutoring because of their distance from the Effingham center.

A state grant helped the Effingham agency acquire the International Business Machines Corp. system, Principles of the Alphabet Literacy System.

High school students said the lab was helpful in part because the touch-screen computers allowed them to work at their own pace, without a teacher pressuring them to complete their work.

"I can read without someone getting on my case," one teen said Friday of the difference the lab has made. "I can read and understand what I'm reading now."



An Effingham High School student shows U.S. Rep. Terry Bruce, left, during the congressman's visit Friday how computers at the CEFS Literacy Laboratory are helping students sharpen their reading abilities.

Bob Delaney photo

Bruce made his first visit to the computer literacy lab at one student's request on the one-year anniversary of its opening.

The Olney native told students he learned how well poor readers may hide the truth because his closest high school friend did just that all during school.

Later in the day Bruce met with students of an Effingham grade school and discussed his life in Washington, D.C. and issues of interest to education.

Making the rounds of classrooms at East Side School, Bruce said students and teachers may expect to see more emphasis on preschool programs and more assistance for students to attend college.

He also said the country could see more funding for education in general under the Bush administration. George Bush had campaigned with the promise of wanting to be the education president.

"One of the things the president is talking about that's really important is preschool education," the congressman said.

Effingham (Ill.) Daily News February 16, 1989

Community Action is making a difference for Doris Dorn

"When I quit high school, nobody tried to stop me–teachers, principal, nobody. I got the feeling nobody cared whether I learned or not." Even without a high school diploma, life was going pretty well for Doris Dorn, at least until last December.

"When my husband left me and my three daughters, I didn't know what to do, because I couldn't read. Oh, I could pay bills and things, but I couldn't fill out a job application. Whenever I had some forms to fill out, I would take someone with me."

Doris Dorn is not alone, one in five Americans is functionally illiterate. Fortunately, Doris was able to enroll in the literacy program at CEFS Economic Opportunity Corp. in Effingham.

CEFS has one of two computerized literacy laboratories in the state. Working with high tech touch-screen and interactive video disk computer technology, students learn to associate sounds with letters, letters with words and words with sentences. The lab builds literacy, computer/typing skills and self-esteem. As Doris says, "Anybody can type, but now that I know what the words mean, I get cold chills."

What does the future now hold for Doris? She is presently enrolled in the JTPA job training program, also offered by CEFS, where she is building skills and confidence for her reentry into the job market. "Without CEFS, Lord, I don't know where I would be. I'm now looking for a good job to keep me and the girls going. We've also started a support group for other literacy program graduates." Doris and other graduates are thinking about starting a magazine called Open Doors to give others the courage to come and experience the "cold chills" of literacy.

People like Doris Dorn have much to contribute to our society. All they ask for is opportunity and encouragement. Illinois' community action agencies are committed to generating these opportunities and creating the confidence that makes a difference in the lives of people like Doris Dorn.

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EFFINGHAM/AREA

Local literacy student rises to the top

Judy Wilson, speaking to a crowd at Saturday's CEFS Literacy Fair at the Village Square Mall, recently won a national essay contest sponsored by the Literacy Volunteers of America.

Amy Seliger photo

By BOB DELANEY
Daily News Staff

Only months after improving upon her second grade reading level, Judy Wilson is finding out she's a pretty good writer.

The Edgewood woman's essay topped a national competition for students of Literacy Volunteers of America programs and will be featured at the organization's national conference this week at Albuquerque, N.M.

CEFS Literacy Program, the local affiliate, also honored Wilson Saturday at a Literacy Fest at Village Square Mall in Effingham.

Wilson, a member of the first computer laboratory class offered by CEFS, had reluctantly entered the LVA Write for the World contest with an essay on the subject "Why I'm Happy to be Learning to Read." It was judged the top entry in the beginner category.

The first-place prize is a $700 World Book Encyclopedia. CEFS's Literacy Program also will receive the same prize.

Here is Wilson's essay, just as she had written and submitted it:

"I had keap my reading porlum from ever one. I was so imbarus and so depress becase I can't get a job to help pay the bills and readed to my kids.

At my husben job there us two or three men was killed going from work or going to work.

That night I was whaching the news and here there was a man killed going to work. I started crying. I didn't no what I would do if Keith (her husband) was killed.

I could not pay the bill and keep my home and there is no way I could provided for my kids at all.

Thin I knew I had to do some thing about it.

A day or too later my sister-in-law called me. She told me there was a lady at her church that was going to teach a computer class. If I was interrested to call her.

I grit my teeth and I call her. But I was so scared. but I talked for a few minets be for I knew it lasted for a full one hour. When I hung up I was sick. I had made a appointment to see her and the class.

So the day I want I was saired because I had a bad experienced with a teacher. So when I went to the appontment I almost did not go in but I did.

Befor I went in I seen some (member of her) family come out of the door. I did not no she couldn't read. The first day of school she was subpize to see me. But we became partner in class. I was so glad that I did go I had made good friends and inproved my reading and I have more confundens in my self.

I have [illegible] five boos for the first time in my life and know I am working with a teacher one on one reading.

They tested me the first day of class at second grad second month thin I was tested at the last day of class and I had improved to fourth grad six month and I wont to learn more.

I have been able to tell other people and I had spork on TV and radio and out in public. We have a suport group and we are working on a news magazen called Open Doors for all teachers and people with reading problem.

I am doing the art work for the magazen and I am teaching arts and crafts to the senior citizens. I want to open doors for others and I know I have open doors for me and I will go on. — Judy Wilson

Judy Wilson, a 34-year-old Effingham resident, takes time out with a book following a recent interview. After nearly a year in the CEFS Literacy Program, Wilson has improved her reading level — which was previously that of a second-grader — to the fifth-grade equivalency.

Shelby County happenings

Shelbyville Daily Union — Monday, Feb. 6, 1989

Literacy volunteers have ceremony

By Bob Howerton

If you can read this story then you will be able to appreciate those that help others who cannot.

The Literacy Volunteers of America held an appreciation ceremony here at VCC on May 16, to recognize the students, the staff, and resident tutors involved in the program here.

Mr. Dave Thoms, VCC Education Administrator, opened the hour long ceremony with remarks about the inception of the program here at VCC. He stated that approximately one and one-half years ago he was contacted by Chris Boyd, Literacy Program Director for South Central Illinois about the installation of a literacy program in the institution. Mr. Thoms stated that the timing could not have been better for a program of this type because of the Illinois Department of Corrections emphasis for helping the academical poor readers within the prison system.

A joint agreement was reached between the institution and Jan Casey, the city of Vandalia literacy coordinator, and Chris Boyd to have student tutors at VCC to become literacy volunteers.

Mr. Thoms expressed his sincere appreciation to the resident tutors and to the students involved in the program for their enthusiasm and hard work in making the program a huge success. Special recognition and appreciation was given to Monica Spinner, ABE teacher at VCC, who serves as the institution's coordinator for the program. Mr. Thoms stated that if it was not for her hard work and dedication the program would not have been as successful as it has been.

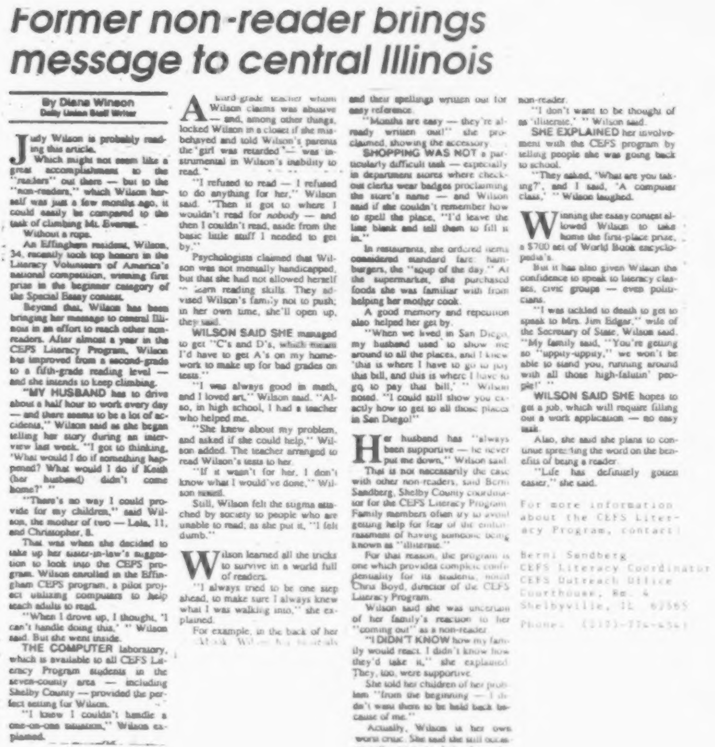
Jan Casey then expressed her appreciation to the tutors and students of the program. She showed a video to those attending the ceremony of the work the literacy program is doing in the community. The film also included interviews with tutors and students involved in the local county program. Chris Boyd then made a presentation of an engraved plaque for VCC to Dave Thoms and Monica Spinner in recognition of the successful program carried on here at VCC. The resident tutors then presented certificates and LVA pins to their students who are currently in the program. Thanks and appreciation were exchanged between the students and their tutors for everyone's hard work and dedication. Monica Spinner gave special recognition to Caserio Zartuche for his overwhelming achievement since being enrolled in the literacy program.

LITERACY VOLUNTEER PROGRAM staff, students and tutors.

Special recognition was also given to resident tutor John Manley, who has been involved in the literacy program at VCC since its inception in January 1987 and who has logged more hours than any other tutor in helping men learn to read. John stated that his recognition comes in the thrill of seeing his students progress and the building of their self-esteem as they learn to read better.

To become a tutor you must complete ten hours of instruction given as an in-service here at VCC by Jan Casey and Chris Boyd. Once this is completed, tutors work on a one-on-one basis with a student in order to customize a program according to his needs. It takes patience, lots of patience, both on the student's part and on the tutor's, but the payoff for all this patience is tremendous and more than rewarding. If you are one of the 26 million plus Americans who are considered functionally illiterate, now is the time to do something about it. VCC has one of the best school programs in the DOC and now one of the best tutor programs for you to take advantage of, all it takes is your desire.

A special thanks from the Chronicle to Dave Thoms, Monica Spinner and all those involved in the literacy program here at VCC — your dedication is providing real freedom for many residents.



Former non-reader brings message to central Illinois

By Diana Winson
Daily Union Staff Writer

Judy Wilson is probably reading this article.

Which might not seem like a great accomplishment to the "readers" out there — but to the "non-readers," which Wilson herself was just a few months ago, it could easily be compared to the task of climbing Mt. Everest.

Without a rope.

An Effingham resident, Wilson, 34, recently took top honors in the Literacy Volunteers of America's national competition, winning first prize in the beginner category of the Special Essay contest.

Beyond that, Wilson has been bringing her message to central Illinois in an effort to reach other non-readers. After almost a year in the CEPS Literacy Program, Wilson has improved from a second-grade to a fifth-grade reading level — and she intends to keep climbing.

"**MY HUSBAND** has to drive about a half hour to work every day — and there seems to be a lot of accidents," Wilson said as she began telling her story during an interview last week. "I got to thinking, 'What would I do if something happened? What would I do if Keith (her husband) didn't come home?' "

"There's no way I could provide for my children," said Wilson, the mother of two — Lola, 11, and Christopher, 8.

That was when she decided to take up her sister-in-law's suggestion to look into the CEPS program. Wilson enrolled in the Effingham CEPS program, a pilot project utilizing computers to help teach adults to read.

"When I drove up, I thought, 'I can't handle doing this,' " Wilson said. But she went inside.

THE COMPUTER laboratory, which is available to all CEFS Literacy Program students in the seven-county area — including Shelby County — provided the perfect setting for Wilson.

"I knew I couldn't handle a one-on-one situation," Wilson explained.

A third-grade teacher whom Wilson claims was abusive — and, among other things, locked Wilson in a closet if she misbehaved and told Wilson's parents the "girl was retarded" — was instrumental in Wilson's inability to read.

"I refused to read — I refused to do anything for her," Wilson said. "Then it got to where I wouldn't read for *nobody* — and then I couldn't read, aside from the basic little stuff I needed to get by."

Psychologists claimed that Wilson was not mentally handicapped, but that she had not allowed herself to learn reading skills. They advised Wilson's family not to push; in her own time, she'll open up, they said.

WILSON SAID SHE managed to get "C's and D's, which meant I'd have to get A's on my homework to make up for bad grades on tests."

"I was always good in math, and I loved art," Wilson said. "Also, in high school, I had a teacher who helped me.

"She knew about my problem, and asked if she could help," Wilson added. The teacher arranged to read Wilson's tests to her.

"If it wasn't for her, I don't know what I would've done," Wilson noted.

Still, Wilson felt the stigma attached by society to people who are unable to read; as she put it, "I felt dumb."

Wilson learned all the tricks to survive in a world full of readers.

"I always tried to be one step ahead, to make sure I always knew what I was walking into," she explained.

For example, in the back of her checkbook, Wilson has numerals and their spellings written out for easy reference.

"Months are easy — they're already written out!" she proclaimed, showing the accessory.

SHOPPING WAS NOT a particularly difficult task — especially in department stores where check-out clerks wear badges proclaiming the store's name — and Wilson said if she couldn't remember how to spell the place, "I'd leave the line blank and tell them to fill it in."

In restaurants, she ordered items considered standard fare: hamburgers, the "soup of the day." At the supermarket, she purchased foods she was familiar with from helping her mother cook.

A good memory and repetition also helped her get by.

"When we lived in San Diego, my husband used to show me around to all the places, and I knew 'this is where I have to go to pay this bill, and this is where I have to go to pay that bill,' " Wilson noted. "I could still show you exactly how to get to all those places in San Diego!"

Her husband has "always been supportive — he never put me down," Wilson said.

That is not necessarily the case with other non-readers, said Berni Sandberg, Shelby County coordinator for the CEFS Literacy Program. Family members often try to avoid getting help for fear of the embarrassment of having someone being known as "illiterate."

For that reason, the program is one which provides complete confidentiality for its students, noted Chris Boyd, director of the CEFS Literacy Program.

Wilson said she was uncertain of her family's reaction to her "coming out" as a non-reader.

"**I DIDN'T KNOW** how my family would react. I didn't know how they'd take it," she explained. They, too, were supportive.

She told her children of her problem "from the beginning — I didn't want them to be held back because of me."

Actually, Wilson is her own worst critic. She said she still occasionally tries to hide from her friends the fact that she was once a non-reader.

"I don't want to be thought of as 'illiterate,' " Wilson said.

SHE EXPLAINED her involvement with the CEFS program by telling people she was going back to school.

"They asked, 'What are you taking?', and I said, 'A computer class,' " Wilson laughed.

Winning the essay contest allowed Wilson to take home the first-place prize, a $700 set of World Book encyclopedia's.

But it has also given Wilson the confidence to speak to literacy classes, civic groups — even politicians.

"I was tickled to death to get to speak to Mrs. Jim Edgar," wife of the Secretary of State, Wilson said. "My family said, "You're getting so "uppity-uppity," we won't be able to stand you, running around with all those high-falutin' people!' "

WILSON SAID SHE hopes to get a job, which will require filling out a work application — no easy task.

Also, she said she plans to continue spreading the word on the benefits of being a reader.

"Life has definitely gotten easier," she said.

For more information about the CEFS Literacy Program, contact:

Berni Sandberg
CEFS Literacy Coordinator
CEFS Outreach Office
Courthouse, Rm. 4
Shelbyville, IL 62565

Phone: (217)-774-4561

Senator SIMON. You are doing very, very well, let me tell you. [Applause.]

Senator SIMON. And Senator Metzenbaum and Senator Kassebaum will tell you very rarely do you hear applause in a Senate hearing room.

When did you find out that you had dyslexia?

Ms. WATTLES. I did not find out until I was 17. I had quit school. My sophomore year, I did not get up to go to school. My father came in and said it is time to get up, and I would not, and he said, well, I am going to whip you if you do not. And so I got up and started crying. And I said—forgive me if I get emotional—I said I just cannot go back. I said I went all these years, and there is so much pain that is inside of me, because I was very shy. I just could not go back and face my peers and know that I could not read and hide out at time of break and everything because I did not want to talk to anybody.

And my father—we have a family of eight—it was very hard for him to raise this. Tears came to his eyes. He went into the other room, and I heard him discussing with my mother, you know, he did not realize that I even had the problem. I hid it from him.

The reason why he understood was because his father died when he was in third grade, and he had to quit school. So he taught himself from there on how to read, but he was not a good reader. So he really understood what it was like not to be a good reader. And from then on, he always was supportive. But I had hidden it from him too.

Senator SIMON. Senator Kassebaum.

Senator KASSEBAUM. Well, that is very moving testimony, Ms. Wattles. I cannot think of anyone who could have appeared before this Committee and presented it more eloquently.

Ms. WATTLES. Thank you.

Senator KASSEBAUM. I guess I would have to wonder how you got as far through school as you did without teachers being sensitive to the difficulty that you were having.

Ms. WATTLES. One of my things is not to blame people, because at the age of 46, back when I went to school—and we are a very small community—the teachers tried, but they did not have the education in special needs or anything at that time. And so, they would try for a while and then they would get discouraged because they did not know I even had dyslexia. They did not know until I was 17 and I had quit school. And so they just kind of passed me on.

I usually was placed in the back seat of the classroom because that is what they usually did back in those days. You had a slow learner row of people, and they kind of passed me on.

As I started the first grade, I was so excited because I had brothers and sisters who had learned. But I soon wanted to be in the back row because I found out I was not learning and I did not know why I was not learning. I did not know until I was 17. It is kind of like somebody that has an illness all those years, and my self-esteem and my feelings about myself, I just could not understand, you know, why is everybody else learning, why do the letters and everything, you know, make sense, and they can read and I cannot?

So when I was 17, I did find out there was a name for it, but there was nobody around or no literacy program at the time to help me.

So I just feel like it is very important. We do need funding from the United States, from our state government. And these programs do work, and they will move a person along even faster. The one-on-one is great, too. I cannot thank my tutor, Pauline Bass, enough.

I do not know how my time is running, but I wrote Senator Simon a letter after we were in Teutopolis, and I never got it to him. And I would like to read it right now to him, because this is another thing that I have never been able to do, write these feelings.

"Dear Senator Paul Simon and staff"—and I want to add ladies and gentlemen here, who are here today—"I would like to help nonreaders of our United States be close to one another and reach out to their dreams as children, teens, adults, and senior citizens so they can learn at school and learn to read for themselves and not put their heads down in shame any more or be afraid at school or at their jobs or with their families or unable to read the Bible for themselves or to tell someone that they need help in learning to read or write."

"So I can tell them"—I am losing my thoughts.

"As President Bush said, there is a new breeze blowing. This book, the pages are going back and forth. The page will stop, and a new story will be written down. We want to be able to write our feelings down and be able to read them. The breeze is blowing, and the doors are open because you care about us, Senator Paul Simon, ladies and gentleman."

And again, I just said thank you, love in Jesus" Gloria A. Wattles.

Thank you for opening doors for me today and all those others out there that do not know yet there is a literacy program. because I did not. Just by an accident, a girl that I asked what she was going to do, was taking this child psychology class, and it happened the lady turned out to be a tutor. I did not know that Effingham had a literacy program.

So we need more people like me, other students, coming out and telling their stories locally and statewide so someone who is out there who perhaps turns to the TV will know that there is help out there.

Again, I thank you for opening doors for us who cannot read. Thank you.

Senator SIMON. We thank you.

Senator Metzenbaum.

Senator METZENBAUM. Chairman Simon, first I want to thank you. I think this lady and this young man, have done more for this whole program than all the professionals could possibly do. They are proof-positive that you can do something.

I do not know how I am going to do it, Mrs. Wattles, but you are going to hear from one of the national TV people because I am going to tell them to put you on TV. I think that your story is so telling and so wonderful. We can deal with illiteracy as a program, and we can talk about money, but you are sitting here and telling us that you could not read, and today you are reading to us. I just think it is fantastic.

Let me ask you, how do you teach somebody to read? What is the process?

Ms. **Wattles**. Well, the particular way that they work with me and with the IBM, I started out—and I have pictures here, and a lot of times when I make like small talks to people I show them—they have kind of a board, and they have like a picture of an elephant. Well, if you can visualize this, the elephant's trunk is coming down and it is curved under. Now, this worked with me, and as the elephant is turned under and his mouth is open, this makes an "E."

And for somebody who has dyslexia, I have trouble with visual things. So some of the others did not pick up on that particular thing, but for me it worked. And like with "G", the sound that "G" makes, you think of a goat, it starts with "G." And they use like his chin made an O, and his goatee came down and made the bottom of the "G." To me, visually, I needed that because I was a dyslexic. I caught onto that.

You start out with like "C" makes a "ca" sound. "G" makes a "ga" sound. "D" makes a "da" sound. Sometimes you start at the very bottom with sounds. And then as you learn them, those words start going together, and then we start reading.

And for me, you know, being 45 and all these years thinking, there is no way, Gloria, you are never going to be able to read, but these literacy ladies and gentlemen that are out there, who give their time freely, I cannot express how the Lord has blessed me through the lady that I had because she loves the Lord very dearly.

And like I said, I would not go to church until I was 23 because I was afraid the doors would be shut, because one time I went like when I was probably eight or nine, and a lady asked me to get up and to read the Bible, and when I did, tears came to my eyes and she had to tell me every single word. And as I walked home I thought know to myself, you know, I never can go back to church, I never can learn about my Lord.

It took until I was 23 to get brave enough and think, Gloria, you have got to do something. And then even the people at my own church, very few knew that I could not read. I always tried to kind of stay away and not really make close contacts. And I sure would not be speaking like I am today.

But they took up money, my church, to send me out here, to help send me out here. And I cannot tell you what my church family has meant to me as well as the literacy program.

Senator **Metzenbaum**. Eric, tell us how you teach somebody to read.

Mr. **Burch**. We train our tutors several different ways. What Gloria has been referring to has been the IBM PALS system. We train our tutors in the—we are an LVA affiliate by the way, Literacy Volunteers of America affiliate, and we use their training to train our tutors.

This training includes phonics, sight words—and if you want me to expand on this——

Senator **Metzenbaum**. Just tell us—a new person comes in. What do you say to them? What do you do with them?

Mr. **Burch**. Well, first we test them. According to our funding sources, we have a test that we must give to put an estimated reading level to that person. In doing so, we also try to pay attention to little characteristics, if the person has a speech impediment, if the person inverts letters frequently, and we listen to them—it is a word list that they read through.

We do a lot by this, and depending on how far they go, we determine a reading level on that person. We explain our programs that we offer to these people, and we let them decide according to their schedule, according to their preference as to whether they would like a one-on-one tutor or if they would like to be enrolled in the IBM PALS system. And we leave it up to the person.

We do have our input as far as we do make suggestions as to what we feel would be the best course for that person to take.

Senator **Metzenbaum**. Thank you very much. This has been very illuminating. Thank you.

Thank you, Mr. Chairman.

Senator **Simon**. We thank both of you. And it has been—you used the word "moving." It has been moving. It is great to have you both here. Thank you very, very much.

Ms. **Wattles**. Senator Simon, is our time up now?

Senator **Simon**. Well, if you have something else you want to say, you go ahead and say it. [Laughter.]

Ms. **Wattles**. I just have one thing. As I was sitting down one evening, and the psychology lady which turned out to be my tutor—I do not know if you can see the scribbles. I have a four year old son, and my first reaction was, you know, John, go somewhere else, mommy is trying to write. And then I thought about what she said, that you are an example.

So he was scribbling and he was writing all these things to my husband and to my other son. Then probably this page here was probably to me. But I was never able to capture my son's feelings or pick him up and read a book to him. So I sat down and I thought, well, I am going to try to write John's feelings down in my own way. And some of the letters are missing and everything, but I would like to read it to you—because there are parents out there whose hearts are breaking because they cannot do this.

"This letter is for you, Mommy, not for anyone else. Mommy, I love you because you go to Sunday school, go to school and learn to read. I like you going to painting class. Mommy, I love you, John Eric."

To be able to write that down, you know, even in my own way—it is not spelled right—I cannot tell you what it meant. There are people out there, men and women whose hearts are breaking because they cannot take their little child up on their lap and read a storybook or they cannot put down a precious thought like that.

I just wanted to share that with you.

Senator **Simon**. You are marvelous. Thank you both, very, very much.

Our final panel of witnesses, who will have a hard time competing with the witnesses we have just heard, include Mrs. Harry Reid, the wife of our colleague—and I apologize for keeping you waiting all this time—Nancy Seminoff, with the International Reading Association Board, and she is Dean of Central Connecticut

University; J. William Straughan, Senior Vice President of World Book and American Bar Association Task Force on Literacy; Forrest Chisman, Director of Southport Institute for Policy Analysis; and Paul Delker, President of Strategic Educational Systems, Former Director of the Adult Education Office.

Mrs. Reid is the Chair for the State of Nevada Task Force on the Future, of the Nevada Literacy Coalition.

We are very happy to have you here, and thank you for waiting all this time.

STATEMENT OF MRS. HARRY REID, CHAIRMAN, TASK FORCE ON THE FUTURE, NEVADA LITERACY COALITION

Mrs. REID. I have enjoyed listening to the testimony that has been given already, and I thank you for giving me the opportunity to come here today, and thank you for the Illiteracy Elimination Act of 1990.

I am here to tell you what is being accomplished on a state level and how your proposed legislation can provide greatly-needed support.

I speak from two years of experience in creating a statewide literacy initiative for Nevada. This effort has entailed extensive communications with numerous states and with state political leaders and spouses involved in literacy. In 1987 the Nevada Literacy Coalition was created with the help of a Gannett Foundation Grant. I served on the Coalition's advisory board.

As we neared the expiration of our grant, we realized that we had only begun to address Nevada's illiteracy problem. To continue our efforts, I formed and chaired the Task Force on the Future with a goal toward developing a statewide literacy initiative.

We looked at what was working in other states and how to take the best of various state models and package those elements into a new mix that would be best suited for our particular state. We developed a proposal for state effort spearheaded by the Governor and with some state funding. This public effort is to be augmented by a nonprofit foundation that would generate private sector awareness, participation, and financial resources.

Governor Bob Miller accepted our proposal and is leading in the effort through its final stages to fruition. Those of us who developed the plan included representatives from the key state agencies with a stake in literacy. We worked long and hard to put aside questions of turf and joined together in a unique and significant interagency effort.

We are heartened that the statewide initiative will soon be a reality.

Last month, I shared our progress with literacy leaders throughout the country at the State Literacy Initiatives Conference hosted by Mississippi Governor Ray Mabus and his wife Julie. Although I was the only Senator's wife present, I was joined by the first ladies of ten states, all of whom actively participate in their states' literacy efforts.

I would like to briefly discuss the concerns voiced collectively by this group. I will limit my focus to how the Federal government can better support state efforts.

The Illiteracy Elimination Act calls for creation of a national coordinating body to compile and disseminate information about Federal, state, and local efforts. This would have eliminated months of painstaking research that we did in Nevada to find out what other states had accomplished and to get guidance from states who had successfully done what we were trying to do.

Our frustration was shared by people in Louisiana who were also trying to develop a state literacy initiative. Louisiana's first lady, Patti Roemer, confronted the same problems I did. She was even sufficiently motivated to present us with a proposal to create a national clearinghouse for information that states could use.

She did not want other states to have to go through the time-consuming process that she went through. Hers was one of two proposals of that kind represented at this conference.

Her proposal was similar in concept to that which is included in the Illiteracy Elimination Act. As you can see, the national coordinating body can make a big difference. The need is great. From the perspective of the states, we would also want the coordinating body to research and evaluate literacy programs and teaching techniques.

As we have talked this morning about who should do the funding, I thought that as a footnote I would like to add that our proposal to the Nevada Legislature, which is in session right now, was very small in dollars, under $100,000, and still a literacy specialist was cut from that proposal.

When I looked in the newspaper the other day, the man who heads our state Department of Education, his literacy budget was cut in half.

So I say to you what I say to our state legislators, we all need to do much. Funding is hard to get, whether it is on a state level or a Federal level.

In Nevada we would like to think our literacy programs are making a difference, and the techniques we use are the best. But we do not know. We need more guidance as to what is effective for the various groups we target, whether they are young adults, older persons in rural areas, or people trying to upgrade their rudimentary reading skills so that as technology advances, they can hold on to their job and their dignity.

Your proposed coordinating body can conduct this important research for which states have neither the resources nor the expertise.

In closing, let me emphasize there is no quick fix to the problem of illiteracy. Teaching a person to read and write is no simple task. That is clearly illustrated by the disturbingly large number of children who leave our school systems with graduation diplomas but they cannot even read. At the State Literacy Initiatives Conference, Mississippi Governor Mabus said: Potential investors and business developers used to come to him with one question. They asked: How high are your taxes? Now he says the question they are asking is: How high is your literacy rate?

For all of America. the literacy rate is not high, it is low, too low. I believe the Illiteracy Elimination Act will begin to address the problem and help those of us in the states to continue to strengthen our efforts.

Thank you.

Senator SIMON. Thank you, and let me add that I am very pleased to have Senator Harry Reid as a cosponsor of the Illiteracy Elimination Act, along with Senator Metzenbaum.

Senator Metzenbaum.

Senator METZENBAUM. I want to say I am happy seeing you testifying on this subject and your leadership. But I am also happy to hear that you are well, because my recollection is that some months ago we were all concerned about you.

Mrs. REID. Thank you. I am feeling fine.

Senator SIMON. Mr. Delker.

STATEMENT OF PAUL V. DELKER, PRESIDENT, STRATEGIC EDUCATIONAL SYSTEMS AND FORMER DIRECTOR OF THE ADULT EDUCATION OFFICE, U.S. DEPARTMENT OF EDUCATION

Mr. DELKER. Thank you, Mr. Chairman.

I would like to briefly summarize my background in adult literacy to make the context of my remarks clear.

For more than 19 years, from 1967 through most of 1968, I had the position of Director of the Division of Adult Education in the U.S. Department of Education. As a career civil servant at the senior executive level, I was responsible for administering the Adult Education Act.

Upon leaving government in 1986, I established my own organization. In this capacity, my work was addressed to the full range of workplace training from basic skills to skilled trades with the UAW GM Human Resource Center in Michigan, studies of workplace training for the Office of Technology Assessment, and other workplace-related projects in a range of states.

Against that background, I would like to address the two things I think I know best, the Adult Education Act, its strengths, and some new legislative program areas that should be dealt with.

I regard the present Adult Education Act as one of the most effective, if not the most effective, educational legislation we have today. It is enabling legislation, avoiding prescriptions that would make the states less responsible and their jobs more difficult. It provides states flexibility in planning, resource allocation, and programming. At the same time, it requires each state to address through its state plan the total adult literacy needs of its citizens.

It is the only program for which all adults in need of literacy education are eligible. One only has to be an adult, legally out of school, and in need of adult literacy education to receive services under the Act. All other programs are categorical and restricted, requiring an adult to be either unemployed or a member of a more restricted population.

Please resist any attempts to fix the state grant requirements in the current legislation that work so well.

And I urge you not to restrict the state grant authority with categorical requirements or set-asides targeted to special interest groups. As tempting as those set-asides at times may be, the net effect is to reduce flexibility in programming and ultimately less effective educational services.

Second, the current state discretionary authority, Section 353, should be retained in its present form. It provides states the critical capability to develop new and innovative systems and to address important staff development and teacher training needs.

Regarding new authorities, I fully support the proposed National Center for Adult Literacy. It is urgently needed to provide leadership in three areas—applied research on the full range of factors affecting how adults learn and how to integrate delivery systems that can affectively reach the least educated and those most in need; two, evaluation of effective programs and practices and a system for getting these diffused and adopted where they work best. More than any other expenditure, an diffusion and adoption system will produce the greatest gain in the shortest time.

Third, an aggressive program of teacher training and professional development focused on state in-service and pre-service programs coupled with the diffusion adoption efforts already mentioned.

In my view the National Center should not be the focus of policy analysis. Policy analysis should be decentralized and diverse to assure the broadest possible development of policy alternatives.

I support also creating the separate funding formula and authorization within the Adult Education Act for English as a second language programs. This is needed to more equitably distribute funds among limited English proficient and native speakers of English seeking literacy education.

Finally, workplace literacy. My principal concern is that in addressing workplace literacy, we risk substituting a place for the people who need literacy education the most. Our workplace literacy requirements are urgent. But in focusing on those who are employed, we are singling out those best able to take care of themselves. Therefore, I urge this committee to safeguard the priority of serving the most educationally and economically needy.

This could be achieved through a mechanism that requires that funding for those most in need reaches the optimal level before funds are directed to those in the workplace. The workplace literacy program, however, should, one, be primarily state supported. They are the principal beneficiaries of the economic benefits of an educated workforce. Two, it should give priority to the basic skill needs of small employers with less than 100 employees. And three, require employers to provide release time or at least shared time for workplace literacy education.

Thank you, Mr. Chairman.

Senator SIMON. I thank you very much.

[The prepared statement of Mr. Delker follows:]

PREPARED STATEMENT OF PAUL V. DELKER

Thank you, Mr. Chairman.

As a prelude to my remarks, I would like to briefly summarize my background in adult literacy. For more than 19 years -- from 1967 through most of 1986 -- I held the position of Director of the Division of Adult Education in the U.S. Office and Department of Education. As a career civil servant at the senior executive level, I was responsible for administering the Adult Education Act and for establishing regulations, policies, and procedures designed to serve undereducated adults. On a personal note, I did not set out in my career to establish a record for longevity with a single program in the Department of Education, but I probably did achieve that dubious distinction. That longevity is attributable to two factors: my own commitment to build an effective system to serve the undereducated adults in this country, and the fact that for fifteen or more of those years no one else saw my position as important or desireable. In fact, until you, Mr. Chairman, as Chairman of the House Subcommittee on Postsecondary Education, initiated the first congressional hearings on adult illiteracy in January, 1983, I often thought of myself as being in competition with the Maytag repairman as the loneliest man in town.

Those modest hearings and the events they triggered began a series of events that raised the awareness of this country concerning adult illiteracy and its importance to us as a nation. I commend you for that achievement and for your continuing leadership in conducting these hearings today.

Upon leaving government in 1986, I established my own organization in which I could combine my valuable and rewarding federal experience with earlier experiences in labor relations, training, and organizational development in industry. In this capacity, my work has addressed the full range of workplace training from basic skills through skill trades with the UAW-GM Human Resource Center located in Auburn Hills, Michigan, studies of workplace training for the Office of Technology Assistance, and other workplace related projects in a range of states. I am honored by this opportunity to testify on The Challenge of Eliminating Illiteracy and hope that my perspectives as a former federal administrator and a current practitioner in workplace education will prove useful in these deliberations.

In the most precise terms, the problem we are discussing today is not adult illiteracy but adult literacy. To describe it as literacy rather than illiteracy is more than a semantic difference. For if the problem is to render literate those adults who are illiterate -- whether we mean by that totally illiterate or functionally illiterate -- we define the solution as remediation. We have only to change their state from illiteracy to literacy and the problem is eliminated. However, if we view the problem as improving adult literacy, solutions are measured in terms of individual development, social gains, and economic benefits. Rather than defining the solution as remediation -- a relatively simple effect to measure -- the solution includes developing the ability to learn independently, enhancing personal growth opportunities, reducing economic and social dependence, and improving citizen participation. These latter effects are not easy to measure.

Before addressing new and improved federal efforts supporting adult literacy, it is critical to be clear about our goals. As we as a nation begin to give adult literacy the attention it has long needed, we must take care not to mistake short term gains for long range benefits, and immediate economic returns for enduring solutions. Happily, we are not without considerable experience in addressing the issue. Federal support under the Adult Education Act is approaching the quarter century mark. We must build on our strengths and overcome our weaknesses. Among those strengths are a consensus about who is to be served and an improved knowledge of how that can best be done.

Under the Adult Education Act, federal support for adult literacy has remained remarkably clear in its stated purposes and implied goals. While these goals and purposes have always incorporated explicit indicators of economic improvement, they have been equally explicit in supporting personal growth and the importance of a literate citizenry. That clarity is encapsulated in a passage from the U.S. House of Representatives report on the "Economic Opportunity Act of 1964," the legislation that gave birth to the Adult Education Act of today. I would like to share that statement with you for its relevance for what we are considering today:

> An overriding consideration is that the learning tools of reading, writing, and arithmetic open the doors of opportunity not only to occupational training and productive work, but also to the larger life of the mind and spirit. The illiterate or near illiterate person, while employed, may be shut out from a whole world of personal growth opportunities as well as from occupational advancement opportunities. Adult basic education is a fundamental approach to independent learning, to adjustment of manpower to changing occupational requirements, to elimination of poverty, and to the larger satisfactions in personal growth made possible through acquisition of the basic learning tools.

While our context today is significantly different from that of 1964, the relevance of this statement is not. I have stated on a previous occasion that if we as a nation had understood and been faithful to that vision -- a vision that runs through the Adult Education Act to the present time -- we would not be facing the present challenges. If during the past twenty years basic education had been promoted effectively as the key to adjusting to changing occupational requirements and to pursuing the larger life of the mind and spirit, we would have both a more competitive workforce and a people better qualified to democratically lead the world. As we undertake the task of extending federal support for adult literacy, let us take great care to preserve and extend the breadth and scope of the original vision.

I have said that out of the almost twenty-five years of federal support for adult literacy has come improved knowledge of how to serve those in need. Let me briefly amplify that statement.

The most important conclusion to come from adult literacy research and practice during the past ten or so years is that literacy is contextual. By that I mean that the level and complexity of literacy requirements for an adult relate directly to his or her life situation and the context in which it is lived. This means that adult literacy learning is most meaningful and effective within the learner's lived context. Most often, that context does not include a high school equivalency diploma, especially for the more educationally and economically disadvantaged. In a word, adult literacy education is most effective when it focuses on making adults competent in their daily lives. For some, this includes a goal of high school equivalency, but for most it requires customizing educational programs to meet more specifically targeted life requirements confronting them as parents, workers, and citizens.

A corollary of these findings is that measurement of an adult's needs and accomplishments in terms of grade level equivalencies is both inappropriate and irrelevant. In 1964, grade equivalencies were the only surrogate available to describe needs. Our knowledge and sophistication have moved far beyond that. Today, the most meaningful descriptions and programs are those that analyze and teach to the applied demands of basic skills in the adult's life context. These programs make no reference to grade level equivalencies except as may be required by an adult seeking a high school diploma or equivalent.

I shall divide the remainder of my comments into two parts. First, I will address the strengths of the current Adult Education Act and program that should be preserved; second, I will address legislative and program areas that need to be addressed.

In my view, the current Adult Education Act is one of the most effective -- if not the most effective -- educational legislation we have today. It is enabling legislation, avoiding prescriptions that would make the states less responsible and their job more difficult. It has adequate accountability requirements that support appropriate federal monitoring -- something that has rarely been executed, especially in this decade, but that is not the fault of the Act. It provides states flexibility in planning, resource allocation, and programming.

These qualities are essential to continuing to build a robust, diverse and pluralistic adult education system in this country. That is the only kind of system that holds the promise of delivering contextual adult learning to the millions in need who present myriad life styles, subcultures, and learning requirements. At the same time the Act provides this flexibility, it requires each state to address through its plan the total adult education needs of its citizens. This is an important requirement. Although the state education agency does not control -- and it should not control -- all adult education funds in the state, someone has to take leadership in statewide educational planning for adult literacy, and in most states, the state education agency is currently in a position to do that. On the other hand, if a state elects to set up a broader based planning unit to address adult literacy, the plan generated under the Adult Education Act serves as the core component of the state's broader plan.

These requirements and the broad purposes of the Act make the Adult Education program the only one in this country capable of directing services to all adults in need. The only requirement for eligibility under the Act is to be an adult, legally out of school, and in need of adult literacy education. All other programs are categorical and restrictive, requiring adults to be unemployed or a member of some more restricted population. This breadth of eligibility under the Act supports the planning and program scope cited above and is crucial to continuing to build a flexible and pluralistic system.

Please resist any attempts to "fix" the state grant requirements of the current legislation that work so well. And just as important, please do not restrict the state grant authority with categorical requirements or set asides targeted at special needs and special interest groups. While tempting on the surface, that will introduce restrictions that will narrow and limit flexible programming and the opportunity to deliver effective learning programs to the full range of all adults in need.

Secondly, the current state discretionary authority -- Section 353 -- should be retained in its present form. This authority enables states to develop new systems and direct funds to important staff development and teacher training needs. While current professional development efforts are woefully inadequate, they would suffer even more were Section 353 eliminated or reduced. This authority will become even more effective when the states will be able to draw upon the resources of the proposed National Center for Adult Literacy.

That brings me to the second and final portion of my testimony: legislative and program areas that need to be addressed.

As implied in my last point, I fully support the proposed National Center for Adult Literacy. This capability is long overdue. The Adult Education program has had virtually no national applied research and development funds since 1975. That is a travesty. Any business in this country that put no funds into R&D since 1975 long ago ceased to exist. But this country has expected a new system of adult literacy to be built without putting anything into R&D until last year, and that amount of $2,000,000 does not begin to address the most urgent requirements. A National Center for Adult Literacy is urgently needed to provide leadership in three important areas:

1. Applied research on how adults learn basic skills, effective assessment techniques and instruments, improved instructional techniques, use of educational technology, and integration of delivery systems that can effectively reach the least educated and most in need.
2. Evaluation of effective programs and practices and an aggressive program for diffusing and adopting proven practices and programs. Investment in this area will provide the greatest improvement in program practice for the least expenditure, but it is not cheap. During my tenure as director of the adult education program, a handful of nationally funded (i.e. prior to 1975) and state funded programs were incorporated in the Department's National Diffusion Network. Those programs have done more to improve the state of the practice than any other factor during the past ten years. But adult literacy education needs its own system for identifying and diffusing programs. Both the people and the agencies serving them require a different mechanism from the National Diffusion Network designed to serve K-12 education in this country.
3. An aggressive program of teacher training and professional development. The most reliable data from the U.S. Department of Education indicate that 95% of those laboring in adult education are part-time employees or volunteers. This presents special, if not insurmountable, problems in providing quality instruction. Professionals can work part-time and part-time employees can perform in

a professional manner, but it requires massive in-service training efforts to make that possible. Volunteers are an important resource, but they must be trained, managed, supported, and awarded. They are not free, but they can be cost effective if properly managed, trained, and supported.

The National Center for Adult Literacy would work with the states to train teachers and practitioners in effective management and teaching and in adapting the best programs and practices. This initiative goes hand in hand with the Diffusion and Adoption effort already described. The National Center should mount an aggressive program to involve universities of higher education in professional development and the other initiatives. This resource is largely untapped, although some states have made some notable linkages with universities, especially in the area of inservice staff development. But that pattern urgently needs to be replicated nationally.

I have intentionally not attributed to the Center the function of policy analysis. My experience in the 1970's with the Department of Education's decentralized Educational Policy Research Centers convinced me of the importance of not centralizing policy analysis. That has been confirmed to me in the 1980's when advocacy groups have pushed their vested interests under the guise of objective policy analysis. If the National Center for Adult Literacy became the center of policy analysis, we would run the risk of limiting our ability to entertain a full range of options based on a diversified and pluralistic approach to policy considerations.

Turning to the Adult Education Act, I strongly support creating a separate authority within the Act for funding English as a Second Language (ESL) programs. This may sound like a repudiation of my plea not to categorize funding under that legislation. I want to emphasize that I am not advocating that this authority be directed to anyone other than the state education agency and to those within it directly responsible for administering the adult education program. Program planning and direction should remain integrated with adult basic education within the state plan and state administration. However, there are special reasons why ESL should be reviewed and funded as a special needs population. I will elaborate.

First, ESL programs require different techniques, different professional qualifications, and different materials from those required in adult basic education for native speakers of English. Furthermore, ESL populations concentrate differently from the general population; thus, the current funding formula is not equitable in relation to the distribution of need. At present, fifty percent of adult education funds in this country go into ESL programs. That is up from twenty percent less than ten years ago. Within states with heavy ESL populations, ESL students have displaced native speakers seeking adult literacy instruction. By funding ESL separately, the Congress can employ a formula that more equitably distributes funds according to need, and can determine the optimal level of funding for the needs of both ESL and native speakers needing adult literacy instruction. This separation of funding is further indicated by the fact that we know the ESL demand in this country will be a continuing one throughout this century.

My final remarks will be directed to an area in which I have spent most of my efforts since entering the private sector, namely, workplace literacy. Here, I will seek to share my experience with you more than to present you with a list of specific proposals. But before launching into this area, I want to express a concern. Urgent though workplace literacy is, in addressing this population we are focussing on those best able to take care of themselves. They are employed; they are functioning contributors to the economic well being of our nation. The threat of our being less economically competitive is real and urgent, but that sense of urgency must not distract us from our true priority of addressing the most educationally and economically needy. Therefore, I advocate that this Committee safeguard that priority with some appropriate mechanism that assures that funding for those most in need reaches the optimum before funds are directed to those in the workplace.

Having made that point, let me turn to workplace literacy. First, I have been somewhat surprised and certainly gratified to find that, with only a handful of exceptions, business and industry ares turning to public education to meet their workplace literacy requirements. This is in high contrast to the established industrial pattern of providing training services through in-house or private sector vendor training. Thus, increasing the current funding level for workplace literacy is a sound and viable avenue that will deliver effective services in the shortest time.

As I travel and work among the states, it is increasingly confirmed that small businesses are the area of greatest need. I refer here to employers of less than 100 people when that site is not part of a larger corporate entity. This category appears to account for at least fifty percent of workforce employment in this country. Their basic skills needs are as great if not greater than larger employers as they move from workplaces that once could function without a basic skills requirement to workplaces that can no longer do so.

Increasing workplace literacy funding to $50 million as the Chairman proposes will greatly help states serve small employers, but I urge the Committee to emphasize this as a priority, possibly by requiring that a substantial percent be spent on employers of less than 100. Small employers usually cannot absorb release time for basic skills training, often do not have a physical facility satisfactory for worksite education, and may not yet realize the economic importance of workplace literacy. Thus, local educational providers need the resources to be more aggressive with small employers than is the case with medium and large companies already committed to the value of training.

Workplace literacy is clearly an area where the states should shoulder the ongoing educational costs. The states are the immediate beneficiaries of the economic returns accruing to an educated workforce. The most economically aggressive states already have state funds directed to workplace basic skills. Federal funds should be used, as they presently are, to develop new linkages and collaborative arrangements between public education and the private sector, with the educational maintenance costs born by the state and employers.

In a significant number of states, state funds automatically flow for adult literacy education through high school equivalency level anytime a local education agency or community college increases its enrollment of adults. These funds are triggered by a formula of full time equivalency or average daily attendance which supplies a specified amount per contact hour of instruction or per enrolled adult. This places adult literacy education on the same level with K-12 in such states. It signifies a commitment to adult literacy for citizens in that state comparable to that of universal education for children. It is time that the policy exists in all our states.

In recently assisting an industry client to meet its basic skill needs, I surveyed six states in which the client's plants were located: Georgia, North Carolina, New York, Wisconsin, California, and Texas. In all but one of these states -- Texas -- formula state aid was available for public education workplace literacy instruction on the same basis as programs put on elsewhere. While I have good reason to believe that the ratio of 5 to 1 among these states is not the pattern nationally, it is in each state's enlightened self interest to make such a commitment to adult literacy education.

In workplace literacy, the greatest costs lie in paying employees while receiving literacy education. Frequently, an employer will pay for one hour of employee time for one hour of employee contributed time, usually at the beginning or end of the work shift. Generally speaking, the more directly related basic skills are to actual job performance -- statistical process control being a case in point -- the more likely basic skills education will take place on release time or shared time.

If workplace basic skills are to be universally provided in the near term, instructional costs should be born by state funds for small employers, and in some cases for medium and large employers. States with formula aid for basic skills do not differentiate. If the need is verified, the funds flow. In return, employers should provide release time, or, at a minimum, shared time costs. On site instruction increases learning effectiveness and avoids many scheduling costs in child care and transportation. Federal funds should be directed to inventing and demonstrating new collaborative arrangements between education and business and industry and to meeting the special needs of small employers.

Thank you, Mr. Chairman, for this opportunity. I will be happy to respond to any questions.

Senator SIMON. Mr. Chisman.

STATEMENT OF FORREST P. CHISMAN, DIRECTOR, SOUTHPORT INSTITUTE FOR POLICY ANALYSIS

Mr. CHISMAN. Thank you, Mr. Chairman. The reason I am appearing before you today is that I conducted an extensive investigation of adult literacy on behalf of the Southport Institute last year. The report of that investigation, entitled "Jump Start, the Federal Role in Adult Literacy," was published in January. It concludes that literacy is a life and death economic and social issue to the United States and offers detailed recommendations for Federal action.

Because that report contains most of what I have to say about literacy, I would like to submit it for the record and confine my remarks to a few brief points.

First, literacy is not jut kid stuff. Twenty to thirty million adult Americans have serious difficulties with reading, writing, math, and other basic skills. I emphasize that these are a adults. Even if we were wholely successful in improving the quality of our schools, extending early childhood programs, and perfecting second chance programs for young people tomorrow, the United States would still suffer a crippling literacy problem well into the 21st Century.

So whatever else you may do, I urge you to focus a large part of your efforts squarely on adults.

Second, many, perhaps most of the adults who have literacy problems are employed. They are the working poor or near-poor. In terms of sheer numbers, there is no way in which can solve the literacy problem unless we extend services to both the employed and the unemployed, unless we make a special effort to enlist corporations in providing far more substantial services to their employees.

For promoting workforce literacy service to the employed, I believe that the Job Training Partnership Act and the Vocational Education Act are the best existing legislative framework, although the Education Act also has a role to play.

In addition, there is no way to solve the literacy problem unless we redouble our efforts to meet the needs of people with limited English proficiency, most of whom are employed.

Third, it is vital to realize that about 80 percent of the literacy services in the United States today are provided by paid professionals working in public programs rather than by volunteers in community organizations as is sometimes believed. While the efforts of those groups are indispensible and it should be a national priority to strengthen them, I believe that the bulk of our effort must be devoted to strengthening the public system.

In this regard, I find your proposal for literacy challenge grants a very promising idea for supporting voluntary efforts, but I urge you to commit even larger amounts to strengthening public programs.

Fourth, I believe there are two key ingredients to a successful national literacy policy. One, we must upgrade the present state of practice; and two, we must require existing programs, such at JTPA and Vocational Education to place a much stronger emphasis on adult literacy. Simply mandating more literacy services, whether it be through JTPA, VocEd, Adult Education, Immigration Act, Family Support Act, is unlikely to bring significant rewards unless, at the same time, we make large investments in teacher training, technology, information dissemination and research to improve the state of the art in all programs.

Fifth, it is simply a fact that major responsibility for providing literacy services is divided among at least three Federal departments, numerous programs and many separate agencies. In the interest of effectiveness and efficiency, any attempt to improve Federal efforts must deal with all of these programs in a holistic fashion rather than piecemeal. I believe this requires policies that encourage the pooling of resources, flexible use of funds, and a coordinated approach to meeting the needs of learners.

Also, the major Federal departments concerned with this issue must be required to coordinate their efforts. Literacy should not be considered the problem of any one department because that is simply not the case. For example, a major recommendation of our report, as in your bill, is the establishment of the National Center for Adult Literacy. I think it is critically important that such a center be jointly governed by all of the relevant Federal, state, and local literacy authorities rather than a captive of some one Federal department.

Finally, most Federal programs are structured as grants in aid to state and local government. As a result, the only way I can see to coordinate the actual delivery of literacy services more effectively and to hold programs accountable for learning gains is to maintain that state governments perform a stronger coordinating role and to establish clear goals for what they should achieve.

States are presently the major innovators in developing integrated and comprehensive literacy services. A major goal of Federal policy should be to get behind the more constructive efforts of the states.

Mr. Chairman, I appreciate the opportunity to present these remarks, and I would be glad to answer any questions you may have to the best of my ability.

Since I have one more second, let me say you talked about a knight on a white horse—we hope that will be you.

Senator Simon. I thank you, Mr. Chisman. And thank you also for the report, which I confess I have not read—maybe my staff has—but I am going to take it home with me this evening.

Mr. Chisman. Thank you.

Senator Simon. Thank you.

The publication entitled "Jump Start, The Federal Role in Adult Literacy" submitted by Mr. Chisman is retained in the files of the committee.

[The prepared statement of Mr. Chisman follows:]

PREPARED STATEMENT OF FORREST P. CHISMAN

Mr. Chairman, I would like to thank you very much for the opportunity to appear before you today, and I would also like to commend you in the strongest possible terms for convening these hearings.

As you know, literacy is a life and death economic and social issue that touches upon the most vital interests and values of all Americans. And it is one of the few major public issues on which the nation can make enormous progress in the near term at a very modest cost.

You have been a pioneer in bringing this much-neglected issue to the fore. For that I, and the nation as a whole, owe you a deep debt of gratitude.

The reason I am testifying before you today is that I conducted an extensive investigation of adult literacy on behalf of the Southport Institute last year. The report of that investigation, entitled "Jump Start: The Federal Role in Adult Literacy," was published in January, 1989. It contains both a concise analysis of the literacy field and federal policy relating to it as well as detailed recommendations for federal action.

Both the analysis and recommendations in "Jump Start" have been endorsed by most of the leading national literacy organizations (with the exception of one small provision) and have received an overwhelmingly favorable reception from people concerned with literacy across the country. This response has led me to believe that the report captures a near-consensus among literacy experts about what the future directions of federal policy should be.

Because the "Jump Start" report contains most of what I have to say about the literacy problem, I would, with your permission, like to submit it as the body of my testimony and use the balance of my time to make a few brief points.

First, literacy isn't just kid's stuff. Twenty to thirty million adult Americans have serious difficulties with reading, writing, math and other basic skills. I emphasize that these are adults. Even if we were wholly successful in improving the quality of our schools, extending early childhood programs, and perfecting second-chance programs for young people tomorrow, the United States would still suffer a crippling literacy problem well into the 21st century. So, whatever else you may do, I urge you to focus a large part of your effort squarely on adults.

Second, the vast majority of the adults who have literacy problems are not people who cannot read and write at all, nor are they people who can read and write only at the very lowest levels. The vast majority are people who are marginally literate -- whose skills are at the intermediate levels, but still well below the levels needed to function effectively as citizens, as workers, and in everyday life.

For these people, as for the non-readers, there is no quick fix. It will require years for them to register gains that significantly improve their lives. As a result, national policy must provide for a continuity of service to adult learners over an extended period of time.

Third, many -- perhaps most -- of the adults who have literacy problems are employed. They are the working poor or near-poor. In terms of sheer numbers, there is no way in which we can solve the literacy problem unless we extend services to both the employed and the unemployed, and unless we make a special effort to enlist corporations in providing far more substantial services to their employees than they do today.

For promoting workforce literacy -- service to the employed -- I believe that the Job Training Partnership Act (JTPA) and the Vocational Education Act are the best existing legislative frameworks, although the Adult Education program also has a role to play. I also believe that provisions to extend workforce literacy services should make the need for upgrading literacy skills the primary criterion for who should be served.

In addition, there is no way to solve the literacy problem unless we redouble our efforts to meet the needs of people with limited English proficiency, most of whom are employed.

Fourth, it is vital to realize that about 80 percent of the literacy services in the United States today are provided by paid professionals working in public programs, rather than by volunteers and community organizations, as is sometimes believed. While the efforts of those groups are indispensable, and it should be a national priority to strengthen them, I believe the bulk of our effort must be devoted to strengthening the public system, as well as forging more effective partnerships with volunteers and community based organizations. In this regard, I find your proposal for

Literacy Challenge Grants to be a very promising idea for support of voluntary efforts, but I urge you to commit even larger amounts to strengthening public programs.

Fifth, I believe there are two key ingredients to a successful national literacy policy: 1) we must upgrade the present state of practice; and 2) we must require existing programs, such as JTPA and Vocational Education, to place a much stronger emphasis on adult literacy. Simply mandating more literacy services (whether it be through JTPA, Vocational Education, the Adult Education Program, the Immigration Reform and Control Act, or the Family Support Act) is unlikely to bring significant rewards unless, at the same time, we make large investments in teacher training, technology, information dissemination and research to improve the state of the art in all programs.

Sixth, it is simply a fact that major responsibility for providing literacy services is divided among at least three federal departments, numerous programs and many separate agencies. In the interests of effectiveness and efficiency, any attempt to improve federal efforts must deal with all of these programs in a wholistic fashion, rather than piecemeal.

I believe this requires policies that encourage the pooling of resources, flexible use of funds, and a coordinated approach to meeting the needs of learners. Because I believe our goal must be to upgrade all literacy programs in tandem, I think that Congress should initially address the literacy issue through an omnibus bill that cuts across programmatic lines.

Also the major federal departments concerned with this issue must be required to coordinate their efforts. Literacy should not be considered the special province of any one department, because that is simply not the case. For example, a major recommendation of our report is the establishment of a National Center For Adult Literacy. I think it is critically important that such a center be jointly governed by all of the relevant federal, state and local literacy authorities, rather than the captive of some one federal department.

Finally, most federal programs are structured as grants-in-aid to state and local governments. As a result, the only way I can see to coordinate the actual delivery of literacy services more effectively is to mandate that state governments perform a stronger coordinating role and to establish clear goals for what they should achieve. States are presently the major innovators in developing integrated and comprehensive literacy systems. A major goal of federal policy should be to get behind the more constructive efforts of the states.

Mr. Chairman, let me say again that I appreciate the opportunity to present these remarks, and I will be glad to answer any questions you may have to the best of my ability.

Note: The report entitled ''Jump Start'' was retained in committles files.

Senator SIMON. Mr. Straughan, we are very happy to have you here.

STATEMENT OF J. WILLIAM STRAUGHAN, JR., SENIOR VICE PRESIDENT, WORLD BOOK, INC., AND MEMBER, AMERICAN BAR ASSOCIATION TASK FORCE ON LITERACY

Mr. STRAUGHAN. Thank you, Mr. Chairman. We bring you warm greetings from home and appreciate in particular the leadership you are giving to this subject of great national concern.

While I am on the one hand Senior Vice President of World Book, which is headquartered in Chicago, I am appearing here today as a representative of the American Bar Association and its Task Force on Literacy.

In creating the ABA Task Force on Literacy, the leaders of the American Bar Association, which is the world's largest voluntary professional association with over 360,000 members, were mindful of the fact that as the nation began its celebration of the Bicentennial of the Constitution, one out of five American Adults could not read that political charter.

So the ABA in the last three years has attempted to join the fight with many other national organizations in trying to tackle this problem, which threatens not only our economy, but probably our democracy.

Here are a few of the things that we have been able to accomplish in these three short years. We first published a book entitled *Lawyers for Literacy* which concisely described the nature of the literacy problem for lawyers and for organized bar associations, and then went on to outline 28 different programs which state and local bars could undertake to help join in this fight.

To date we have distributed over 8,000 copies of this publication at ABA expense to numerous state and local bar and literacy organizations around the country. We followed that with a national executive literacy forum, which provided the opportunity for literacy leaders from around the country to join together to focus efforts in even increased ways on the literacy problem.

In the early spring of 1988 we conducted, with funding from the Gannett Foundation, a national executive forum on the Immigration Reform and Control Act, focusing particular attention on the civic literacy aspects of this legislation.

In the summer of 1988, we conducted a national forum to provide practical training in such critical areas as management, fundraising, board leadership for literacy leaders from around the country. And now we are in the process of planning this summer a national forum which is designed to bring into this fight the judiciary of our country. We know that there are acute literacy problems with people who are currently incarcerated, but we also know that the judiciary represents one of the most prestigious and powerful groups in our society and the hope here is to now enlist them formally in this fight.

What we need now is strong and concerted leadership emanating from the Federal Government. The adult literacy field needs many resources, but none more than the general kind of Federal leadership described so succinctly in the report entitled "Jump Start," which was just spoken to by our colleague on the panel.

Mr. Chairman, the ABA will continue its efforts as a partner in the national literacy movement, and we are honored to be here today to share with you and our colleagues one of the ways in which the great voluntary effort and movement in this country can help to contribute to this cause.

Thank you.

Senator SIMON. Thank you very, very much. I think it is significant that the American Bar Association has a Task Force on Literacy.

Let me add that I went to a little rural grade school, and we had a World Book Encyclopedia there. That was a source for all kinds of information for us. I used to spend a lot of time in that World Book Encyclopedia.

Mr. STRAUGHAN. Well, we hope that it will continue to be. And one of the things that we have been able to do as a company is each year, we donate somewhere between $2 and $4 million worth of materials to families and children who would otherwise be unable to have this kind of basic educational resource. We are going to continue to do that and hopefully some other things as part of this effort.

Senator SIMON. Good for you.

The publication entitled "Lawyers for Literacy, A Bar Leadership Manual" submitted by J. William Straughan, Jr., is retained in the files of the committee.

[The prepared statement of Mr. Straughan follows:]

PREPARED STATEMENT OF J. WILLIAM STRAUGHAN, JR.

Mr. Chairman and Members of the Subcommittee on Education, Arts and Humanities: Good morning. My name is J. William Straughan, Jr. I am Senior Vice President of World Book, Inc. in Chicago, Illinois. While the subject matter of this hearing - literacy - is an issue of interest to me as a businessman, I appear this morning as an official representative not of my publishing house but of the American Bar Association. Since 1986, I have served as a member of the American Bar Association's Task Force on Literacy. That Task Force is chaired by Mr. Michael J. Hemovich of Spokane, Washington and its other members are Judge Cloyd Clark of McCook, Nebraska, Betty Southard Murphy of Washington, D.C. and C. Thomas Ross of Winston-Salem, North Carolina.

The American Bar Association, Senator Simon, is the world's largest, voluntary professional association. Currently, we have about 350,000 members and we represent slightly more than half of the nation's lawyers. Much of the substantive work done by the American Bar Association falls within the public service arena and that is certainly the case for the work being done by the Task Force on Literacy.

It is more than coincidence, Mr. Chairman, that the American Bar Association undertook its literacy initiative in 1986. That was the year that we began our celebration of the Bicentennial of the Constitution. Lawyers certainly should be concerned about the fact that at least one out of five American adults cannot read the Constitution. In creating the Task Force on Literacy, the President of the American Bar Association said "The best, most memorable gift we can give our nation on the 200th anniversary of its Constitution could and should be a contribution to basic, functional and legal literacy for all Americans - a gift enhancing the quality of justice and the quality of life in America."

The American Bar Association's Task Force on Literacy began its work in earnest in September, 1986. In all candor, our first order of business was to educate ourselves about the nature and extent of illiteracy in America. That inquiry was completed in the summer of 1987 when we published Lawyers For Literacy: A Bar Leadership Manual. Over 8,000 copies of this book have now been distributed to lawyers, judges, bar associations, units of government and literacy organizations. Lawyers For Literacy assesses the extent of illiteracy, describes both public and private programs that attempt to foster literacy, tells why the organized bar should be involved in literacy enhancement efforts, describes in detail what actions state and local bar associations can take to help combat illiteracy and ends with a Chapter entitled "Universal Literacy: A National Imperative." With the hope that you and your Subcommittee colleagues will find Lawyers For Literacy of interest Mr. Chairman, I have brought copies with me this morning.

In the introduction to Lawyers For Literacy we said "Our brief voyage into a veritable sea of illiteracy has been troubling. Yet, we finish this first leg with an optimistic outlook that much can be done to improve the situation. That optimism is based upon our anticipation that bar associations - and individual lawyers - across the country will lend a hand to help resolve a problem which, if neglected, will only get worse."

How bad is the problem? In our judgment, it is a very serious one. Today, we know that at least 25 percent of our young people drop out of school. And that 25 percent figure is misleading. In many major urban school systems the drop out rate is far higher - approaching 50 percent. But the literacy level among the youngest of our citizens is just one part of America's literacy problem and it is the more tractable part of the problem. Surely, the combined efforts of government, business, the professions, parents and the education community - working together - can make major inroads to diminish this part of the problem. The more intractable literacy problem facing us concerns America's adult illiterates. These are the legions of citizens who have already fallen through the cracks in our educational systems. And they are the people who are hard to reach. Informed commentators tell us that we have at least 23 million illiterate Americans. I emphasize that this is an "at least" figure. Other commentators indicate that the figure may be much higher - one exceeding 70 million. Leading literacy organizations - organizations such as Literacy Volunteers of

America, Inc., and Laubach Literacy Action - estimate that one out of five adult Americans cannot read or, if they can read, do so only at the most minimal levels. The Coalition For Literacy estimates that 27 million American adults are illiterate and that another 47 million are marginally literate. The Adult Performance Level Study (APL) in the early 1970s - a study conducted by the University of Texas - concluded that 54 percent of the study's subjects (a national sample of 7,500 adults) were either functionally incompetent or marginally competent. This study attempted to measure "competence" rather than reading levels. It concentrated on trying to assess four primary skills: communication, interpersonal relations, problem solving and computation. Its findings were disturbing. More recently the National Assessment of Educational Progress (NAEP) released its evaluation of the literacy levels of America's young adults. The NAEP report concluded that our nation's young adults (people in the 21 - 25 age range) could read. But it also concluded that "only a very small percentage can understand complex material."

How bad is the problem? In our judgment it is very bad. Serious problems of underfunding plague efforts to buttress the delivery of adult basic skills education in all areas of the country. Although we spend over two hundred billion dollars a year on education, the expenditures for adult basic education are measured in the scant hundreds of millions. The scant funding available to support adult basic skills programs is matched by corresponding shortages in adult basic education teachers, in facilities and in materials. Moreover, our knowledge base regarding such basic issues as "how adults learn" is sorely deficient. In the words of one major study of literacy, we are "A Nation at Risk."

Recognizing that improved literacy is nothing short of a national imperative, the ABA's Task Force on Literacy has been working to mobilize lawyers, judges and bar associations as active partners in the literacy movement. The first phase of our work was completed when we published Lawyers For Literacy. The publication date coincided with the ABA National Executive Forum on Literacy held here in Washington, D.C. in July, 1987. That forum was attended by leaders of national literacy organizations as well as lawyers. Shortly after the forum, we began distribution of Lawyers For Literacy. It has paid dividends. Bar associations and other legal organizations are getting involved. Here are a few examples of judicial, bar association and lawyer involvement in the literacy movement:

- o In Connecticut, the Lawyers In The Community Committee of the Connecticut State Bar is working to develop a statewide literacy program directory.

- o In Arizona, the State Supreme Court has launched a long-range program to improve the basic skills training for young probationers.

- In the District of Columbia, a group of young lawyers has formed an alliance with three other organizations - The Concerned Black Men of Washington, Inc., The Coalition of One Hundred Black Women and the D.C. Mental Health Association - to operate The Homeless Children's Tutorial Project. This project has been providing reading and math tutoring services to about 125 homeless children. The ABA Task Force on Literacy, the Touchdown Club, Time Inc., Ginns, Reading Is Fundamental and numerous other organizations and individuals have been lending a hand to make this project a success.

- In Florida, the Florida State Bar expended a considerable amount of money to produce video and audio public service announcements designed to help literacy organizations recruit adult students. This major public service endeavor by the lawyers of Florida was undertaken in close cooperation with the Florida Literacy Coalition. Since the Florida Bar's public service announcements have been screened one other state bar, the Arkansas Bar, has purchased the psa, adapting it for use within Arkansas.

- The Arkansas State Bar has established a large and active Lawyers For Literacy Committee.

- In Pittsburgh, the Pittsburgh Literacy Initiative is working with the Public Defender, the local Probation Office, the Court of Common Pleas, the District Attorney's Office, the Bail Agency, the Allegheny County Bar and with lawyers in private practice to develop basic skills training programs for persons involved with the criminal justice system.

- In San Diego, the San Diego County Bar is devoting attention to literacy programs for offenders.

- In Massachusetts, a Lawyers For Literacy Task Force is recruiting attorneys to provide technical assistance, legal advice and tutoring services for literacy programs.

These, Mr. Chairman, are some examples of the legal profession's public service work in the literacy arena. They are important initiatives that need to be replicated in many, many more communities across the country. But they are a start. While these important local initiatives developed in states and communities, the national work of the ABA Task Force on Literacy continued. In February, 1988 the ABA Task Force - in cooperation with the ABA Coordinating Committee on Immigration Law - conducted a National Executive Forum on The Immigration Reform and Control Act (IRCA). Supported by a grant from the Gannett Foundation, this ABA initiative focused its principal attention on the "civic literacy" aspects of IRCA. These aspects of IRCA's large-scale State

Legalization Impact Assistance Grant program (SLIAG) are of great interest to literacy organizations and to the organized bar. Indeed, the country and the individual communities in which temporary legal residents reside have equal stakes in seeing to it that these new, lawful residents are given every chance to assimilate. The SLIAG funds can help deliver literacy training to these temporary legal residents so that they may become permanent legal residents. The final report of the ABA National Executive Forum on IRCA was published in March, 1988. It contains 64 recommendations and many of those recommendations relate directly to civic literacy training. I have brought copies of that Report with me this morning because it illustrates another aspect of America's literacy problem - the need to strengthen and continue our English as a Second Language programs for immigrants and for those who have qualified for residence under IRCA's amnesty program.

Several months after we sponsored the IRCA Forum, the Task Force convened an ABA Literacy Leadership Institute here in Washington, D.C. About 125 literacy program directors, managers and board members from many states attended this two day institute. At the ABA Literacy Leadership Institute, we provided in-depth, practical workshops on such topics as board recruitment and development, fundraising and resource development, public relations and advocacy, and management. The workshop was staffed by pro-bono faculty from business and the professions. Institute evaluations indicated that the attendees found the sessions highly informative and useful. I am pleased to be able to report that the Institute was so successful that it will be replicated this fall by the Kentucky Bar Association and the Kentucky Bar Foundation. If there was one lesson to be drawn from the well-organized and practical ABA Literacy Leadership Institute - an institute conducted as a public service by the ABA - it was that lawyers, business experts, public relations professionals and other groups have much to offer. Literacy organizations - if they are to be successful - need the benefit of interdisciplinary training and they need to acquire the skills needed for operating small business organizations.

Last summer's ABA Literacy Leadership Institute will be followed by an equally important ABA sponsored national program. My ABA Task Force on Literacy colleagues and I are now at work planning a National Judicial Conference on Literacy. In February, the ABA Board of Governors approved our request for authority to conduct this special Judicial Conference. It will be conducted in cooperation with The National Judicial College and its purpose will be to produce and distribute a National Judicial College White Paper on The Role of the Judiciary in Literacy Improvement. Courts, in our judgment, have important roles to play in the literacy field. In virtually all of our jails and prisons, illiteracy rates are exceedingly high. Yet - in spite of illiteracy rates reaching 75 percent - meager resources are devoted to adult basic skills training within incarcerative settings. Common sense indicates that those prisoners who leave correctional programs unable to read or write even at minimal levels have little chance to turn their lives around. Self-interest dictates that we need to make major changes in basic skills education programs in all of our correctional institutions. Our National Judicial Conference on Literacy will explore the "correctional literacy" problem and will also focus on the leadership roles courts can play in states and communities. The faculty for our Judicial Conference on Literacy will be interdisciplinary, drawing upon the nation's business leaders as well as experts from literacy organizations and the fields of education and government. And we will hold up as examples several innovative judicial programs intitiated by enterprising judges. Let me tell you about one such program.

In New Orleans, Judge Miriam Waltzer became increasingly aware of the fact that a great number of the defendants who appeared in her Criminal District Court were functionally illiterate. Instead of pointing a finger of blame at other institutions, Judge Waltzer decided to do something about it. She did. She established the Probation Education Program (PEP), a program that utilizes her own courtroom as a classroom. Eligible convicted offenders enter into a contract with Judge Waltzer, a contract which makes the offender work and which offers the prospect that the offender will - at the conclusion of Judge Waltzer's program - be able to actually find gainful work. Those enrolled in PEP attend class several nights a week. Judge Waltzer recruited and organized a volunteer faculty and she also supports the program through private donations. It is not an easy program: students who miss a class spend the weekend in jail. Those who miss several classes are in jeopardy of having their probation revoked - truancy means "the slammer." The program, a product of initiative and innovation, needs to be brought to the attention of other judges across the country. It and several other remarkable demonstrations of judicial ingenuity will be featured aspects of the ABA National Judicial Conference on Literacy which we hope to convene this fall.

That, Mr. Chairman, is a reasonably complete - if brief - recap of what the ABA Task Force on Literacy has done. Our work is by no means finished and we intend to keep the American Bar Association in a leadership position as a full partner in America's literacy movement. Here in our association's Washington D.C. Offices, we have hosted three of the last four meetings of the National Coalition For Literacy and even now we are trying to provide assistance to the members of that coalition as they plan the Second National Adult Literacy Congress - a gathering of several adult literacy students from each of the several states. This year the Adult Literacy Congress will be held September 9 - 11 here in Washington, D.C. It is an important event for those remarkable adults who struggle to learn literacy skills and the planners of the Congress are hopeful that members of the House and Senate will take an interest in this event.

The American Bar Association's interest in the national literacy movement is perhaps best explained by an excerpt from Lawyers For Literacy: "Significant rates of illiteracy should be unacceptable in a free society. History teaches us that freedom requires vigilance - the vigilance of the people. Absent a literate electorate, that freedom is itself in jeopardy. On a less cosmic plane, significant rates of illiteracy impinge on our collective freedoms in a variety of ways. Although some commentators disagree, it seems clear that illiteracy contributes to the economic scourge of unemployment, and the consequences of unemployment are felt by all of us. It also seems clear that illiteracy, like other forms of social disadvantage, contributes to delinquency and criminality and the social costs are enormous. Public assistance rolls are swelled by those who cannot read and write and the costs are both direct and indirect. ... Illiterates, notwithstanding their development of coping skills, live impaired lives in a print society. They cannot participate fully in the electoral process nor can they share fully in the nation's economic opportunities. Lacking an understanding of the written word, their educational lives are attenuated. With the closing of those educational doors their chances for self-development, self-understanding and self-fulfillment decoline sharply."

Mr. Chairman, the American Bar Association is by no means a lone representative of professional America in the ranks of the literacy movement. Just recently, Allstate issued a remarkable report entitled Labor Force 2000: Corporate America Responds. This

Allstate report outlines the various roles that could and should be played by corporate America in helping revivify our nation's school systems. It is a report that Members of Congress should review. We believe that in the literacy arena much help must come from business, industry and the professions. As we said in writing Lawyers For Literacy, "Not enough of us work for literacy: not enough teachers, volunteers, parent, businesses - nor enough lawyers."

As lawyers, we are doing our part to enlist the willing hands of other lawyers, judges and bar associations. In doing so, we know that those we enlist will find ways to engage others within their own communities. They have already done so. We also know that there are many unsung heroes in the literacy movement - there are tens of thousands of volunteers doing literacy work. But there are not enough.

While shortages of manpower, programs, facilities and equipment hamper progress in the adult literacy field, another shortage is far more telling. Joining me this morning as witnesses on this panel are Mr. Paul Delker and Mr. Forrest Chisman. Mr. Delker, a former Director of the Adult Education Office of the U.S. Department of Education is well known within the adult education field. Indeed, Mr. Delker attended the ABA National Executive Forum on Literacy and has provided counsel to our Task Force. Mr. Chisman is the author of Jump Start: The Federal Role in Adult Literacy. I know that Mr.

Chisman and his staff have consulted at length with the Director of the ABA Task Force on Literacy about many of the issues raised in the Jump Start report. The specific recommendations contained within that report are outside the permissible scope of my testimony because they address issues that are not the subject of existing American Bar Association policy. Nevertheless, I commend Jump Start to you and your Subcommittee colleagues as a clear-eyed, concise statement of why federal leadership is required in the adult literacy field. It is equally concise - and precise - as to how federal leadership could be structured to help unify a field which - in Mr. Chisman's words - "is intellectually, institutionally, and politically weak and fragmented."

The central message of Jump Start is a compelling one. Business leaders are warning that we do not have much time to jump start. Our ability to compete in the international economic marketplace - they tell us - is in jeopardy. The American Bar Association's Task Force on Literacy agrees with the assessments of American business. In the last Chapter of Lawyers For Literacy we said, "As a nation poised on the edge of a technological quantum leap forward, how can we doubt that universal literacy is simply a national imperative? Super technology - robotics, automation, electronics, laser science - is here now. But technology can serve our needs only if we can learn to serve and service its needs. As was the case with the now-crude machinery that began America's industrialization, we need a work force that can manipulate the gifts of applied science. And we should make no mistake on this score: the engineering and scientific marvels being placed at the nation's disposal are not luxuries. They are the necessary tools and building blocks for continuing national prosperity.

Mr. Chairman, my ABA Task Force colleagues and I know of your interest and of your work in the literacy and education fields. As a resident of Chicago, I am more than familiar with the problems of urban school systems. As a resident of Illinois, however, I am also familiar with the differences that can be made when there is strong political leadership in the adult literacy field. As a member of the ABA's Task Force on Literacy I have become familiar with the fact that illiteracy is truly a national problem. From this perspective, I share Mr. Chisman's general point that the entire adult literacy field will benefit from vigorous national leadership. Aware that you are not at work on specific legislation, allow me to express my hope that your legislation - if enacted - will place the federal government in a strong leadership role. We need to know so much more about the field that interests so many of us. We need to know how to apply technology - apply it in practical ways to reach more adults who need basic skills training. And we need to know "what works" in this field: need to know it and need to get that information out to those who can use it.

Mr. Chairman and members of the Subcommittee, I appreciate the opportunity to represent the American Bar Association and its Task

Force on Literacy at this morning's hearing. We commend you for this endeavor and freely offer to provide whatever help we can as you pursue ways and means to reduce illiteracy in America. Leadership comes from many sources. A long time champion of literacy is now our First Lady. Barbara Bush has been a strong supporter of the work of the ABA Task Force on Literacy and her leadership in this field has been exemplary. Additional leadership will, no doubt, flow from the newly created Office of National Service in the White House. And leadership will continue to emanate from organizations such as Literacy Volunteers of America, Laubach Literacy Action, the American Association of Adult and Continuing Education, the International Reading Association, Reading Is Fundamental, The Correctional Education Association, Project Literacy U.S. and many other organizations. But now, thanks to the remarkable efforts of organizations who have formed the National Coalition For Literacy and to newcomers such as the Southport Institute, the country has a chance to turn the switch that can jump start an aging adult basic education system. Our future depends on it.

Mr. Chairman, for the past three years the American Bar Association has worked in partnership with most of the nation's leading literacy organizations. That has been our good fortune. Thank you for inviting the American Bar Association to participate in this morning's hearing.

Senator **Simon**. Dean Seminoff, we are very happy to have you here.

STATEMENT OF NANCY SEMINOFF, BOARD OF DIRECTORS, INTERNATIONAL READING ASSOCIATION, AND DEAN, CENTRAL CONNECTICUT UNIVERSITY

Ms. **Seminoff**. Thank you.

I am Nancy Seminoff, Dean of the School of Education and Professional Studies at Central Connecticut State University. Equally important, I have been a classroom teacher and worked in a job training program. I am appearing here today as a member of the board of directors of the International Reading Association, IRA, which is a professional association of over 300,000 members and affiliate members dedicated to improving reading, reading education, and literacy.

The International Reading Association provides many services to increase awareness of literacy needs at all ages, both here in the United States and around the world. I am here today to discuss literacy in the U.S.

We know that between 20 and 30 million adults in the U.S. do not read well enough to fully function in or contribute to our society. Their lowered productivity impairs themselves, society, and impacts future generations. But literacy skills are more than productivity issues. They are human issues, such as helping a child with homework, ordering a meal in a restaurant, reading a warning label on a product in the marketplace or, as we heard earlier, reading a letter that one has written.

While there are no exact statistics on who is illiterate, the trend seems to follow that of poverty. While more white Americans are illiterate overall, high concentrations of illiteracy exist among African and Hispanic Americans and immigrants.

The causes of illiteracy are equally undefined. For some, learning to read in school was hampered by poor attendance, perceptual dysfunction, language barriers, or overcrowded schools. Part of the conditions that have created these problems is the lack of adequate financial support for Chapter I, Head Start, and other programs.

Every year over one-half of the eligible children for Chapter I services and 80 percent of the eligible children for Head Start go unserved by these programs. As adults, they face new problems whereby basic literacy skills are not enough. Presently, workers are finding themselves unemployed or underemployed because they lack sufficient skills demanded by our high-tech society.

Many people have been working to make the Nation literate, from teachers providing learning opportunities to pre-schoolers, to volunteers working in the Nation's prisons with its 80 percent illiteracy rate, but this effort is simply not enough.

Professionals, volunteers, parents, children, and workers need to know what works in effective programs to create better programs, more classes, and improve opportunities for training. The Nation's adult literacy and basic education programs are simply overwhelmed. More people are seeking literacy skills while the supply of professionals and volunteers is inadequate.

The Simon proposal to create a National Center is critically important. A National Center would provide for a single source of information on literacy. The Center could identify areas of national need, conduct research regarding needs, and identify elements of effective literacy programs.

Along with the National Center to improve the Nation's knowledge base, an interagency, Cabinet-level office is needed to coordinate policy. Currently, the Departments of Education, Labor, Health and Human Services, Justice, Defense, and Agriculture, along with other agencies, have developed various literacy programs. However, there is no government body coordinating these programs to ensure that the scarce funds are being used most effectively.

The creation of an interagency Cabinet body would reduce redundancies and offer more options to improve the literate rate in our Nation.

The Simon proposal also makes recommendations to break the cycle of illiteracy by providing services to literate-deficient parents of newborns. Even Start is a good beginning in this effort of integrating early childhood education and adult education for parents of children ages two through seven. Yet more is needed to provide services to parents of newborns.

Young children need to be read to, and the more frequently children experience language in a familiar context, the better their acquisition of language skills. However, parents must be able to read as well as to have information on how to read, what to read, and when to read to their children.

Increasing Even Start and developing programs to reach parents can be enhanced by using television. PBS currently broadcasts Sesame Street, the award-winning show for young children. It is interesting to note that this program is viewed by adults as they look at developing their own skills.

In conclusion, the Nation's literacy efforts are a mosaic of private, public, formal, and informal programs. The Nation needs a comprehensive program to enhance the training of professionals and volunteers, expand our knowledge base, coordinate government programs, and expand Even Start. The Simon program is a step in that direction. And we, the International Reading Association, look forward to working with the Committee for the passage of Senator Simon's proposal.

Thank you.

[The prepared statement of Ms. Seminoff follows:]

PREPARED STATEMENT OF NANCY SEMINOFF

Mr. Chairman and members of the Senate Subcommittee on Education, Arts, and the Humanities: I am Nancy Seminoff, Dean of the School of Education and Professional Studies at Central Conniticut State University and a member of the Board of Directors of theInternational Reading Association (IRA). The IRA is a professional association of over 300,000 members and affiliate members dedicated to improving reading, reading education and literacy.

The International Reading Association provides many services to increase awareness of literacy needs at all age levels. IRA works with many corporations including the Family Circle, Motts, and the American Association of Publishers, to assist in the development of better literacy programs for homeless children. Many of our 1200 local councils conduct outreach activities to help the parents help their children to become literate. Our councils and IRA itself work to reduce illiteracy on a world wide scale, by conducting seminars, symposia, producing materials and working with multinational organizations, such as UNESCO to improve literacy education.

Mr. Chairman, simply put:

Children in the first grade of elementary schools, should be able to live productiove, mature lives

> spanning the years of 1990-2050. But, *because of the rapid rate of change, they may have to adjust to three or four kinds of occupations.* Undoubtedly, a person's reading ability, his study skills, how he can gather data, digest it and how he can engage in critical and reflective thinking will have an important bearing on his ability to function in tomorrow's society. (Eve Malmquist of Sweden for Rotary International, *Literacy Around the World*.)

All nations have some literacy needs, even a country as developed as Sweden.

I am here today to discuss literacy in the United States, and Senator Simon's proposals to eliminate illiteracy in our nation.

The Problem:

Between 20 and 30 million adults in the U. S. do not read well enough to fully function in or contribute to our society. Their lowered productivity impairs themselves, society, and impacts future generations. But literacy skills are more than productivity issues. They are human issues, such as helping a child with their homework, ordering a meal in a restaurant, and reading the warning labels on every product in the market place.

While there are no exact statistics on who is illiterate, the trend seems to follow that of poverty. While more white Americans are illiterate over all, high concentrations of illiteracy exist among African and Hispanic Americans, and immigrants.

The causes of illiteracy are equally undefined. For some, learning to read in school was hampered by, poor attendance, perceptual dysfunction, language barriers, or overcrowded schools. Part of the conditions that have created these problems is a lack of adequate financial support for Chapter One, Head Start, and other programs. Every year over one-half of the eligible children for Chapter One services, and 80% of the eligible children for Head Start go unserved by these programs.

As adults, they face new problems whereby basic literacy skills are not enough. Presently, workers are finding themselves unemployed or underemployed because they lack sufficient skills demanded by a high tech society.

Many people have been working to make the nation literate: from teachers providing learning opportunities to pre-schoolers: to volunteers working in the nation's prisions with it's 80% illiteracy rate. This effort it is simply not enough. Professionals, volunteers, parents, children, and workers need to know what works in effective programs to create better programs, more classes, and improved opportunities for training. The nation's adult literacy and basic education programs are overwhelmed. More people are seeking literacy skills, while the supply of professionals and volunteers is inadequate.

To compound the dilemma of adult illiteracy in the United States, little is known about under what conditions adults learn best. For instance, should, work place literacy programs be designed with the same educational principles as an intergenerational literacy program? What type of materials need to be developed? What is the best use of video-tapes or computers? Should, as is done in New Zealand, we fund a series of public service radio spots on reading? These and many other questions need to be answered.

Alternatives:

1) The Simon proposal to create a national center is critically important. A national center would provide for a single source of information on literacy. The center could identify areas of national need, conduct research regarding needs and identify elements of effective literacy programs.

2) Along with a national center to improve the nation's knowledge base, an interagency cabinet level office is needed to coordinate policy. Currently, the Departments of Education, Labor, Health and Human Services, Justice, Defense and Agriculture, along with other agencies, have developed various literacy programs. However, there is no government body coordinating those programs to insure that the scarce funds are being used most effectively. The creation of an interagency cabinet body would reduce redundancies and offer more options to

improve the literate rate of our nation.

3) The Simon proposal also makes recommendations to break the cycle of illiteracy by providing services to literate difcient parents of newborns. Even Start is a good beginning in the effort of integrating early childhood education and adult education for parents of children ages 2 - 7, yet more is needed to provide services to parents of newborns. Young children nneed to be read to and the more frequently children experience language in a familiar context, the better the acquisition of language skills. However, parents must be able to read, as well as have information on how to read, what to read and when to read to their children. Increasing Even Start and developing programs to reach parents can be enhanced by using television. PBS currently broadcasts Sesame Street, an award-winning show for young children. One interesting aspect of this program is that adults with literacy needs watch this program to develop their own skills. Therefore, a program aimed at helping parents choose materials for their children, and model oral reading to children can be an effective tool for intergenerational learning. Senator Simon's proposal to expand services to very young children is essential in addressing these needs.

Conclusion

The Nation's literacy efforts are a mosaic of private, public, formal and informal programs. The Nation needs a comprehensive program to: enhance the training of professionals and volunteers, expand our knowledge base, coordinate government programs and expand Even Start. The Simon program is a step in that direction. We look forward to working with the committee for passage of Senator Simon's proposals.

Senator Simon. I thank you very, very much.

Let me ask Mrs. Reid—and all of you please feel free to comment—one of the basic problems we have is to get people to come forward. You have heard one person today who had the courage to come forward. But it does take a lot of courage.

What experience have you had in Nevada, and comments from any of you, on how we get people to come forward?

Mrs. Reid. It is difficult to get people to come forward. We finally got a volunteer organization going in Hawthorne, Nevada. They could not find anyone to teach. I think one of the ways that we have tried to get people to come forward was to use people like Gloria Wattles in the media to tell their story. We thought that someone who has experienced the same thing could give the message better maybe than a star or the Governor's wife.

Senator Simon. Did you use that then on television and radio?

Mrs. Reid. For our public service announcements.

Senator Simon. Any comments?

Yes, Mr. Chisman.

Mr. Chisman. It is a problem, Senator. But I think one has to realize that for most programs, particularly in large cities, there are tens of thousands of people on waiting lists who have come forward and cannot be served.

Second, no, we do not know enough about how to get people to come forward. One place in which they are more likely to do so, however, appears to be in employment situations where there are good workforce literacy programs and they can see a bottom line, and they get the encouragement of their employer.

Finally, this is one of the kinds of issues that I would very much hope that a National Center as you proposed would try to learn more about and try to disseminate what we know about it to more programs.

Senator Simon. Any other comments?

Mr. Delker.

Mr. Delker. Yes, Senator. I am reminded of two extremes. Vermont has pioneered what they call "kitchen classes." In a highly-rural area, they send tutors into the home on a one-on-one basis, and they find it cost-effective. Now, this does a lot because one does not have to reveal outside one's private domicile that they have that deficiency.

On the urban scene, I am reminded that in 1967 we funded a highly successful program with the Opportunities Industrialization Council, OIC, in Philadelphia called "armchair adult education." They went into inner cities, took a two-block prescribed neighborhood, and set up classes, neighborhood classes. They did not call them literacy classes. They said we are going to get together in Mrs. Smith's house—and they paid her $5—down the street, would you like to join us? They began where the people's concerns were, and they found they had to develop curriculum to meet their needs. But they addressed basic skills needs that way in their neighborhood in the way they wanted to learn.

Ms. Seminoff. Senator Simon, I would also suggest that as we look at the importance of intergenerational literacy and family programs and making literacy an important function within the home and an important emphasis, that more could be done as we look at schools and schools being inviting places for adults to come and to learn at the same time their children are perhaps learning or doing an after-school or evening program. So the whole importance intergenerational literacy and learning together can take on a greater emphasis.

Senator SIMON. I guess my only concern there is my own limited experience in talking to people. They are just reluctant to go to an elementary school or a secondary school if they cannot read and write. There is just too much of a barrier there.

We have a little disagreement among you on whether we should use the workplace or should not use the workplace. If I may quote you, Mr. Delker, you say "I advocate that this committee safeguard that priority with some appropriate mechanism that assures that funding for those most in need reaches the optimum before funds are directed to those in the workplace."

Do either of you want to expand at all? We will not have a full-scale debate here, but how do we reach those not in the workplace?

Mr. DELKER. Well, I think that the historical emphasis in the Adult Education Act is the correct one. It has always spoken about those least educated and most in need. And my concern with the workplace, as I have said, is that those people are already at least functional. And on the other hand, most of my work is not workplace literacy, so I think that our differences are tactical, not strategic.

But I am concerned that in thinking about our own economic well-being, namely that we remain competitive, that we not divert resources from the Gloria Wattles in this world who have very valid and compelling reasons particularly for us as a democracy to learn to read that have nothing to do with the workplace.

I think that the outreach programs that were emphasized beginning in 1978 on the Adult Education Act should be continued, they should be reinforced—the Vermont type of program, whatever it takes, whatever works, whether it be inner city or rural—and that we make sure that the resources and the emphasis are maintained there before we divert, particularly Federal funds, to workplace literacy.

Senator SIMON. If I may ask you, Mr. Chisman, as you respond to this, in the case of the workplace, I am thinking of a very specific gentleman who worked in what is called the Southworks in the Chicago area. Mr. Straughan knows what I am talking about. He was working for a steel company, and then he was promoted to foreman—or he was told he could be promoted to foreman. And he said he had to decline because as foreman he had to sign some papers and do some things. And that was the first time anyone there knew he could not read or write.

Do we identify people in the workplace?

Mr. CHISMAN. Let me answer the first question first.

Senator SIMON. OK.

Mr. CHISMAN. And Paul and I do not disagree. I would not take a dime away from the adult education program as it presently is. In fact, our report proposes doubling it. I think that we need to in addition to that invest more in workforce literacy programs. It cannot be—if the problem is as significant as Senator Kennedy alluded to yesterday, indicating that it is—and I believe that it is—if it is that significant as a national problem, it cannot be an either/or proposition. We must do both. We must find the resources to do both.

Senator Metzenbaum had his suggestions, and other people will have theirs. So it is not either/or, and I do not think Paul and I really disagree about that.

In terms of how do you identify people in the workforce, I think the employers—we are talking about something that is very basic here. It is a change in the employment contract. Employers must be encouraged to see it in their interest to create incentives for people to come forth and incentives for them to learn, so that if you do learn more you will do better on the job.

Now, that is a large step forward. I think there are very few examples—Motorola is one of them—but there are very few examples of where that has been even tried thus far. Until things on that scale are tried, and until they are shown to be successful, and they are shown to benefit the bottom line of the corporation, I do not think we are going to make a lot of progress in this area, only at the margins—and we have some proposals for that, you will not be surprised to hear.

Senator SIMON. All right. Incidentally I want to pay tribute to IBM. IBM has been mentioned several times. They are really doing some things. I visited their office in Chicago. They are taking people from Cabrini Green, which is a public housing project, bringing them into the office, and working with them. What you have is not only volunteers form IBM working on this literacy thing, you have a cultural mix from which both sides are learning.

Mr. Straughan, how did the ABA happen to get involved in this? It had to be one person who recognized the need.

Mr. STRAUGHAN. Well, that is exactly the case. It happened to be at the time that Gene Thomas, a lawyer from Boise, Idaho, was coming into office as president. The ABA operates in one-year cycles, the year of the president. And this was something that he felt very strongly about and really wanted it to be one of his great contributions to the Association and to his presidency.

So he launched it, and—ABA in a lot of ways is like the Federal government, and it tends to do things in very complex, involved ways. This is a Task Force of five people that has been able to do the kind of things I outlined a while ago on essentially no funding from the Association. It is because of the commitment there, and also because the ABA does have some natural resources and capabilities to bring to helping out with this kind of effort. But that is the reason. And fortunately, it has continued and is now being adopted by a number of the standing entities to become a more permanent part of Association concerns and works.

Senator SIMON. Finally, Dean Seminoff, two or three years ago I got an amendment to the Higher Education Act to encourage college work-study money being used to get student volunteers to work as tutors. While we have had some good things happen as a result, it has not taken off like I would like to see.

Do you have any ideas as a college dean, how we can get colleges and universities more involved? Here are talented young people who have the skills, who if we appeal to them properly, I think would volunteer to move on those long lists that Mr. Chisman is talking about.

Ms. **Seminoff**. I would agree. And certainly as a Dean and my own experiences in having taught in various places would suggest that there is a place for money to provide for work study and for student volunteers. Perhaps one way to at least begin the effort in a more focused way and to see some success might be to look at encouraging schools and colleges of education, which are in part responsible for the preparation of teachers long-term, to engage in utilizing that work-study money and somehow making it even more attractive than perhaps has been the case at this time.

It is an excellent way for persons to provide volunteer service, to gain experience at the same time, and then to be able to use that experience later in their own teaching. And it might be that we need to explore more fully how all of those dimensions can be tied together more tightly than has been perhaps the case in the past, because there is a significant contribution that students can make in this voluntary effort if we really look at being partners in the effort rather than doing it in very disparate ways.

Senator **Simon**. If you have any further thoughts along that line, if I may give a college dean an assignment here——

Ms. **Seminoff**. Thank you, I would look forward to that.

Senator **Simon** [continuing]. I would like you to do that. I am sure any reflections you have would be appreciated.

Let me just add that we are going to keep the record open. Some of my colleagues may have questions they want to address to you for the record. We would appreciate if you would get responses in quickly so that we can print the results of this.

And Senator Nancy Kassebaum has a statement she wants to also enter into the record.

[Additional material submitted for the record follows:]

PREPARED STATEMENT OF DONNA ALVARADO

Mr. Chairman, members of the Subcommittee, I am pleased to submit testimony concerning literacy programs and ACTION's perspective on using community volunteers to build adult and child literacy skills around the nation.

ACTION's long history of promoting literacy has taught us that local citizen participation is a key to successful literacy efforts. We also have learned that to be effective, literacy volunteers need full support from the whole constellation of community resources: businesses and corporations, churches and synagogues, unions and schools, civic and service organizations, state, local and federal government.

We have based many of our strongest volunteer literacy programs on the premise that, while it is valuable for volunteers to tutor individuals, it is also important for volunteers to serve as catalysts in building new and lasting literacy projects. Indeed, thousands of ACTION volunteers have helped to set up or expand local programs, have built their administrative structures and fund-raising capabilities, and have trained and recruited scores of other volunteer tutors. These volunteers have left models upon which new, national volunteer initiatives can be rooted. It is a legacy which our agency plans to extend as we increase public/private partnerships among community literacy projects and resource providers, and as we program more volunteers in support of adult and child literacy.

ACTION's current involvement in the nation's literacy movement is extensive. During the current fiscal year (FY 1989), ACTION will commit $26.4 million to support community projects which fight illiteracy. This funding will support 24,300 full-time and part-time literacy volunteers who serve through local, non-profit organizations in Volunteers in Service to America (VISTA), the Retired Senior Volunteer Program (RSVP), the Foster Grandparent Program and the Student Community Service Program.

VISTA's literacy volunteers serve full-time. The total impact of current and former VISTA volunteers is recognized as one of the country's most significant inroads against the problems of illiteracy. This year, nearly $7.7 million will be spent to place more than 1,000 VISTA volunteers who will be involved in literacy activities at 177 projects. Those volunteers represent more than one-third of VISTA's total volunteer force. The VISTA volunteers recruit and train literacy tutors. They serve on literacy councils as fund-raisers and administrators, performing outreach services, helping local projects identify people who need help, gaining public awareness and private support for local sponsors.

VISTA volunteers recruit citizens who will adopt and expand on their efforts when their year of VISTA service is completed. They develop programs for "at-risk" youth and refugees, organize new community programs and expand existing ones.

Our RSVP program is also recognized as a leader in the literacy movement. Currently, more than 16,000 RSVP volunteers are directly involved in literacy activities, and thousands of other RSVP volunteers indirectly boost local literacy efforts by supporting organizations that provide wide-ranging services that include literacy efforts. The RSVP literacy volunteers tutor adults, youth and school dropouts. They recruit and train other local literacy volunteers, and they serve as administrators and staff on local literacy councils. Nearly 65 percent of our 750 RSVP projects are part of the RSVP Literacy

Network, which was developed in a unique public/private partnership of ACTION, Laubach Literacy Action and the Dayton Hudson Foundation. As a result, local RSVP programs and project leaders are regarded by communities as information resources who can provide assistance to literacy initiatives.

Our Foster Grandparent program also substantially addresses the literacy problems of children with special needs. Some 7,300 Foster Grandparent volunteers provide literacy services to 19,000 children with special needs through projects in schools and local Head Start offices. These older volunteers, like their RSVP counterparts who work with youth, are more than simply tutors to the children. They give the kids love, care and a reason to want to learn. Many children in poverty have literacy problems, and they also often lack a family support system. Older literacy volunteers can fill a huge void in the lives of these youngsters by simply providing a role model, a person who truly cares, to a young person who may be lost and uncared for.

The RSVP and Foster Grandparent literacy volunteers will be supported this year with funds totalling more than $18.6 million.

The agency also has made literacy an important area of emphasis-area for our Mini-grant program. In FY 1989, $37,500 will be granted to fund five projects using volunteers in literacy activities.

These small but effective start-up grants enable communities to initiate ongoing, model projects that can be replicated in cities around the country.

American young people have an important contribution to make as volunteers combatting illiteracy. President Bush is leading a new drive to encourage service by greater numbers of young Americans, a movement which greatly enhances ACTION's ability to involve more young citizens in building a fully literate America. Our Student Community Service Program (SCSP) currently sponsors some 28,200 high school and college students in 114 community service projects, a great many of which have a strong literacy focus. Ten local SCSP projects are completely dedicated to adult literacy efforts and six projects focus completely on tutoring high school and elementary school age children, with literacy tutoring being a central component of their work. Together, the 16 SCSP literacy projects involve 2,050 student volunteers.

We have learned that parents and schools must be involved. Schools also must be deeply involved, instilling a commitment to service in our young men and women and promoting among students the "new engagement in the lives of others" for which the President has called. Let us give our students the opportunity to experience first-hand the problems of people who are so often the objects of study and policy. Let parents and teachers inspire our children and teach them that they are expected to give something back to America.

ACTION and its volunteers have a leadership role and a record of expertise in literacy service. We have also learned a few important lessons which I want to share with the Subcommittee.

First, the future for literacy volunteers is promising. Under the leadership of President Bush, we see greatly renewed interest in community service. There has never been a better climate for recruiting volunteers. But once recruited, literacy volunteers must be trained and supported. Those who operate local literacy programs will affirm that it is not true to say "anyone who can read can teach people to read." Increasing literacy volunteers means finding new sources of support for their efforts. Volunteers are an effective force against illiteracy, but they can't do it alone. Our ACTION programs involved a total of 304,000 volunteers in 1980. This year that total will approach a half-million volunteers. Our programs grew because they have been able to tap tremendous new sources of local support.

Last year, for example, our Older American Volunteer Programs alone raised $56 million in non-ACTION funding, about 35 percent of the agency's entire federal appropriations. We plan to continue to help our projects develop such fresh resources and build new public/private partnerships.

The second point that I stress, and it is closely related to the first, is that non-federal institutions must increase initiatives to boost literacy volunteers. The federal government, for its part, must work more aggressively to build bridges to business and industry, while business leaders, in response, must devote more resources to stimulating employee volunteering and providing assistance to local, non-profit volunteer sponsors.

The wide-ranging literacy efforts made by ACTION point up the breadth of literacy problems and the need for volunteers to attack the problem on many fronts, in our poor communities, among school dropouts, in drug treatment programs and also in adult programs for the great number of working citizens who cannot read. As our volunteers know, illiteracy threatens our society both by helping to lock the poor into a cycle of poverty, and by leaving working Americans without the basic skills that they and our economy will require to keep pace with technology and foster industrial growth.

Finally, we have learned at ACTION that volunteers can tackle almost any of these challenges, but they can in no way rely for support on government alone.

Thank you.

PREPARED STATEMENT OF LT. GEN. DONALD W. JONES

INTRODUCTION

Mr. Chairman and Members of the Committee: Thank you for this opportunity to discuss the issue of literacy within the Department of Defense. My testimony today will cover two broad areas--the quality of our new recruits, including their reading ability, and ongoing programs to provide functional literacy training to Service members in need of improving their basic skills.

THE QUALITY OF TODAY'S RECRUITS

The Department of Defense uses two indexes to gauge the quality of its new recruits: scores on an enlistment test and educational attainment. The enlistment test is a good predictor of success in technical training and on-the-job performance, while educational level is related to adaptability to the military environment. For example, enlistees who are high school graduates are twice as likely to complete a term of service as are nongraduates. For this reason, the Military Services place a high premium on completion of high school and prefer to enlist young people who are graduates. The significance of a high school diploma is not its relationship to mental ability, but that it reflects the graduate's motivation to accomplish one of society's important goals--to stick to a project even when the going is difficult.

Because the military encompasses a wide range of occupations, the enlistment test measures a variety of abilities. One composite, composed of verbal and mathematics questions, yields a single score of general trainability. On the basis of these scores, recruits are divided into five categories representing the continuum from high to low aptitude: I - percentiles 93-100, II - percentiles 65-92, III - percentiles 31-64, IV - percentiles 10-30, and V - percentiles 1-9. Categories I and II are considered to be above average in trainability, Category III average, and Category IV and V below average. By law, individuals in Category V are not eligible to enlist.

Since 1981, the quality of recruits has increased to historic levels. Table 1 shows the qualitative characteristics of new entrants in terms of aptitude category and education for selected periods under both conscription and the voluntary force. Under today's recruiting policies, almost all new enlistees have average or above aptitude and are high school graduates. These numbers are far in excess of the civilian youth population where 69 percent score average or above 1/ and 75 percent have graduated from high school. 2/

1/ Based on the testing of a nationally representative sample of young people, ages 18 to 23. Profile of American Youth: 1980 Nationwide Administration of the Armed Services Vocational Aptitude Battery, Office of the Assistant Secretary of Defense (Manpower, Reserve Affairs, and Logistics), March 1982.

2/ Common Core of Data Survey, U.S. Department of Education, National Center for Education Statistics, December 1987.

Table 1
Percentage of New Recruits by Aptitude Category and
Level of Education

Aptitude Category		Draft Era		Volunteer Era			
and Education	1960-64	1965-69	1970-73	1974-76	1977-80	1981-83	1984-88
I and II	38	38	35	35	29	37	40
III	49	41	45	55	43	50	55
IV	14	21	22	10	28	13	6
Some College	11	15	13	5	4	6	5
High School	51	56	52	60	66	77	93
Total	64	74	70	66	71	85	99

With regard to literacy, estimates of recruits' reading ability are obtained by converting enlistment test scores to comparable scores on a composite of commercial reading tests. While reading is an important aspect of successful service, we do not require minimum reading grade levels for entry into the various military occupations. This is because our enlistment test correlates highly with commercial reading tests; thus, we believe that the aptitude levels required to qualify for skill training also ensure sufficient literacy for on-the-job performance.

Table 2 shows recruit reading grade levels, by Service, for selected fiscal years. (Prior to 1981, we did not track reading abilities.) With the exception of the Air Force, there is little variation between reading levels of the Services in FY 1988. As with aptitude and level of education, reading levels of new recruits have typically been higher than the 9.5 grade level average found in the civilian youth population. 1/

Table 2
Average Reading Grade Levels of New Recruits

Service	1981	1982	1984	1986	1987	1988
Army	9.2	9.8	10.0	11.2	11.2	11.2
Navy	10.0	10.3	10.2	11.0	11.1	11.1
Marine Corps	9.9	10.0	10.0	11.1	11.2	11.2
Air Force	10.3	10.4	10.7	11.4	11.6	11.8
DoD	9.8	10.1	10.1	11.2	11.3	11.3

LITERACY ENHANCEMENT

Because new recruits, on the average, read much better than civilian youth of the same age, the Services do not provide education designed to teach basic reading and writing. Instead, the Services offer functional literacy programs that enhance those basic skills within a job context. A new recruit whose reading grade level fell below 9th grade would be given reading instruction using the vocabulary and grammar of the military occupation, rather than a reading textbook used with elementary and junior high school students. Using this approach not only hones basic skills, but also enhances military job performance.

1/ Based on the testing of a nationally representative sample of young people, ages 18 to 23. *Profile of American Youth: 1980 Nationwide Administration of the Armed Services Vocational Aptitude Battery*, Office of the Assistant Secretary of Defense (Manpower, Reserve Affairs, and Logistics), March 1982.

Literacy enhancement programs are conducted by each of the Services in order to improve job performance. The Army has a program known as the Basic Skills Education Program (BSEP). Its purpose is to upgrade academic capabilities and skills necessary to complete occupational training successfully and function effectively at work. This program is operated at two levels; BSEP I is targeted toward entry level training while BSEP II is intended for personnel already assigned to units to improve skills required for military duties.

The Army also offers the Advanced Skills Education Program which is tailored for non-commissioned officers or soldiers who have not mastered the educational skills inherent in the performance of their jobs. The total enrollment for all basic and advanced skills programs averages approximately 80,000 with funding at about $8 million per year.

The Navy operates three skill enhancement programs. The first is Academic Remedial Training (ART). This is a recruit-level program designed for those few sailors who score below a 7th-grade reading level. ART is intended to upgrade verbal skills to ensure successful completion of recruit and apprenticeship training. The second program is Job-Oriented Basic Skills (JOBS). This program is intended to enable motivated and otherwise eligible sailors to upgrade reading skills and other job-related abilities for entry into technical training. Finally, the Navy offers a Functional Skills

Program to assist sailors at their duty stations to upgrade reading and mathematical skills for improved on-the-job performance. Navy skill enhancement programs annually enroll approximately 25,000 personnel, with about $2.5 million programmed for each year.

Air Force Basic Skills Education includes a reading enhancement program conducted at basic military training for recruits failing to score above a 9th reading grade level. The Air Force also offers a program to assist personnel in technical training and at their duty stations to remedy educational deficiencies directly related to job performance. Total enrollment for these programs is usually about 5,700; current funding for basic skills is approximately $60 thousand per year. (Reading enhancement is funded as needed under the budget line that pays for basic military training.)

The Marine Corps Basic Skills Program is intended to improve the competencies of enlisted personnel and enhance their promotion potential, which in turn tends to strengthen the enlisted personnel base of the Marine Corps. The program includes reading, mathematics, and English for marines identified as deficient in their military occupational specialties because they lack proficiency in the basic skills. Current enrollment is approximately 11,000, with funding for FY 1989 at $600 thousand.

Finally, the Services offer English as a Second Language, through the Defense Language Institute English Language Center at

Lackland Air Force Base, Texas. This multi-Service program assists Service members and dependents with English language problems that impair their professional development and career potential. The courses are taught on a non-resident basis at education centers and by mobile training teams in a wide variety of bases worldwide. Funding data for the non-resident program is not immediately available.

SUMMARY

Since 1981, the education and aptitude levels of new recruits have increased sharply. In FY 1988, 93 percent of all enlistees were high school graduates compared to 81 percent in FY 1981. This percentage is significantly higher than the 75 percent of the youth population who have diplomas. In terms of aptitude, 95 percent of recruits in FY 1988 scored average or above on the enlistment test; this percentage was 79 in FY 1981. Approximately 69 percent of civilian youth fall into the average and above ranges. 1/ Reading grade levels for new recruits have also risen since 1981. In FY 1988, the average reading grade level for enlistees was 11.3; in FY 1981, that number was 9.8. It should be noted that both those figures are above the national average of 9.5. 1/

1/ Based on the testing of a nationally representative sample of young people, ages 18 to 23. Profile of American Youth: 1980 Nationwide Administration of the Armed Services Vocational Aptitude Battery, Office of the Assistant Secretary of Defense (Manpower, Reserve Affairs, and Logistics), March 1982.

Finally, while the Services screen all recruits based on aptitude and education, some young people do enlist whose reading skills could be improved. To that end, the Services offer functional literacy training designed to improve reading and writing skills within the context of military occupations. Comic book training materials are not used, nor are "Dick and Jane" reading primers. Instead, the Services have made a major effort to improve the readability of materials and to match the reading requirements of those materials with the reading skills of their users.

In FY 1988, the Services did not enlist a single recruit who read below the 6th grade level--which has been considered the cutoff for functional illiterates. In sum, given the historically high levels of recruit quality and the effectiveness of functional literacy training in enhancing on-the-job performance, we believe our resources are effectively utilized to ensure the Department of Defense has no literacy problems.

Senator SIMON. Our hearing stands adjourned.

[Whereupon, at 12:15 p.m., the Subcommittee adjourned, subject to the call of the Chair.]

ELIMINATING ILLITERACY

THURSDAY, MAY 18, 1989

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES, OF THE
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met, pursuant to notice, at 11:30 a.m., in room SD-430, Dirksen Senate Office Building, Senator Paul Simon, presiding.

Present: Senators Simon, Matsunaga, and Mikulski.

Senator SIMON. The subcommittee hearing will come to order.

We are having the second in a series of hearings on the problem of illiteracy and what we should do about it. I apologize to our witnesses and everyone else. The plane from New York City this morning came in about an hour late.

I will enter my opening statement in the record, but let me add I am particularly pleased to have two witnesses here—Dexter Manley, whom those of us who follow football know about. He has shown the courage to tell a very different story that is not a football story, and I am very grateful to him for that. It is a story of someone who has picked himself up, had the courage to face his problems, and not only is he reading and writing today—he is studying Japanese, I understand, and I applaud that.

The other person is Gwen Jones, who is also learning to read for the first time. She is learning at an IBM learning center in Chicago, and we will be hearing from her after we hear from Dexter Manley.

[Opening statement of Senator Simon follows:]

OPENING STATEMENT OF SENATOR PAUL SIMON

Good morning. I welcome each of my colleagues and each of our witnesses to this hearing. Today's hearing is the second in a series this year in this Subcommittee on Illiteracy in our country and of the tremendous challenge we face in attempting to eliminate this problem.

While I welcome all of the witnesses here today, I especially want to welcome Dexter Manley, the well-known defensive end of the Washington Redskins, to this hearing to tell his story on how he was able to graduate high school, and go through college, yet be unable to read a newspaper or a novel until he entered the Lab School of Washington for Teaching the Learning Disabled. I am especially pleased to hear that he is now studying Japanese. In addition, I want to extend a warm welcome to Gwen Jones, who is also learning to read for the first time in her adult life because of the efforts of a new IBM learning center in Chicago.

I know I speak for everyone today in congratulating both Dexter and Gwen on their remarkable achievements. I plan to introduce a literacy bill that will spread success stories like that of Gwen and Dexter's by improving and expanding Federal efforts to combat this problem. Illiteracy has been a hidden problem in our society, hidden by the very people who are illiterate because they are embarrassed about it. People were reluctant to talk about it or to confront it. But that is changing, and I sense that the Nation is now ready to tackle it head on. I must also credit the First Lady, Barbara Bush, for her efforts to bring this issue out in the open and I am pleased to have Sharon Darling, a member of the New Barbara Bush Family Literacy Foundation, here to testify.

At least 23 million Americans lack the basic reading, writing and computational skills necessary to function effectively in our society. These are 23 million adults who cannot read a newspaper, read books to their children, read the labels on prescription medicine that they administer to their children or read employment advertisements. This same population is not fully exercising their right to vote and may fear riding public transportation to work.

An additional 45 million adults read with only minimum comprehension. The average American worker today must have skills at a ninth-to-twelfth grade level, not the 4th grade level that was typical after World War II. And these standards keep rising. While roughly 30% of the semi-skilled and unskilled workers are functionally illiterate, the number of professional jobs continues to increase as the unskilled positions continue to decrease. Only 10% of the new jobs created by the year 2000 will be in manufacturing.

These statistics only tell part of the story on the changing demographics on our future workforce. Blacks, Hispanics, Asians and other races will account for roughly 57% of the labor force growth from 1986 to the year 2000. If we add all women into this category, females and minorities will exceed over 80% of the work force growth rate. These are the same groups that have historically been disadvantaged. If we want a skilled, competitive labor force, we can no longer afford to ignore these groups, nor can we continue to disadvantage them.

Minorities dominate the poll of unwanted and increasingly unused labor, with an estimated 44% of Blacks and 65% of Hispanics that are functionally illiterate. It is estimated that 75% of the unemployed are functionally illiterate, while 50% of the households classified below the poverty level cannot read an 8th grade book.

I think there is also a direct correlation between illiteracy and crime—at least 60% of inmates in State and Federal prisons could not read, write or do arithmetic at the 3rd grade level. Education and training are not inexpensive—we spent about $4200 a year to send a child to school—but the cost of not educating and training is a great deal higher. It costs about $14,000 a year to keep a prisoner in jail. The Pennsylvania State University estimates that the costs to our country on failing to educate and train disadvantaged young men and women for employment is $225 billion each year—in lost productivity, welfare payments and expenses related to crime prevention and the criminal justice system.

If one thing is clear, it is that the problem can be easily defined by these and numerous other startling statistics. It is the solutions to these problems that have been essentially ignored at the Federal level for far too long. The illiteracy elimination initiative I will introduce in the near future will expand existing effective programs—such as the Library Literacy Program and the VISTA Literacy Corps—and will provide new focus as well as increased funding to programs such as the Adult Education Act. It will establish a cabinet level council to coordinate literacy efforts at the highest Federal level, and will establish a national center on literacy to fund research and dissemination of information on the literacy problem. It will also increase funds for the workplace literacy program and to provide funds for a challenge grant program to expand and increase public/private sector partnerships in fighting illiteracy.

I look forward to hearing the testimony of our witnesses today on this important issue.

Senator SIMON. Mr. Manley, we are very, very pleased to have you here, and I will let you proceed at this point.

STATEMENT OF DEXTER MANLEY, WASHINGTON REDSKINS, AND LAB SCHOOL OF WASHINGTON, DC, ACCOMPANIED BY SARAH HINES, TUTOR, LAB SCHOOL OF WASHINGTON, DC

Mr. MANLEY. Thank you, Senator Simon and Pat Fahy.

As you know, this is still part of a process that I am going through, and I am going to try to make it as brief as possible. If there are any questions, we will be glad to try to answer them to the best of our knowledge.

I would like to thank Senator Paul Simon and Pat Fahy for inviting me to testify before this distinguished committee. I am honored to be here, and hope that my presence will prove valuable to the many thousands of learning-disabled and illiterate Americans.

As many of you know, I am an All-Pro defensive end for the Washington Redskins, the 1988 Super Bowl Champions. I am viewed by millions as a hero; however, until recently, I did not view myself as a hero. It was only three years ago that I just began learning how to read and write. [Pause.]

Senator SIMON. You are doing just fine. [Pause.]

Just tell your story, how it came about, and don't worry about your prepared statement.

Mr. MANLEY. It is very difficult.

Senator SIMON. That is why we appreciate your doing it. That is why it is so important for so many others, for you to have the courage to come here and to stand up and do this. That is why we have to have a lot of people who have the courage who are now hiding out there; we have to have them come forward and say, "I can't read and write; I've got to do it." That is why this takes more courage than anything you have done on the football field.

Mr. MANLEY. Thank you.

Again, all through my grammar school, junior high and high school, I was put back in the special ed class, and I stayed there from the third through the sixth grade. It was very difficult because I felt like I was normal, but at the same time, I was told a lot of different things—that I was dumb and stupid. I had a lot of rejection in my life, and there was a lot of frustration because I did not know how to read or write.

I remember when I was put in there, I'll never forget what I did—I grabbed the teacher and threw her on the blackboard because I did not want to be in that class. I saw a lot of kids who were deformed, and I felt like I should not have been in there. But at the same time, there was so much frustration on my part that I reacted a little violently at that particular time.

In this class, it was more or less playing with blocks, and I never really developed the skills to learn. And I don't really know what happened—I was passed, of course, and I think that kind of repeated itself all the way through. But there was still a lot of willingness on my part, because I was always there. And once I got into junior high, I was no longer in a special ed class, so I felt that I was among my peers, and I wasn't as different, because there wasn't a class for special ed. So that made me feel a little better.

The only thing that really made me feel good in school was athletics. That built some self-esteem and some self-worth in Dexter Manley. Other than that, I had no identity. You know, as kids, we all search for some identity, and I did not have any because I felt so different. I always felt like I was the "black sheep" in whatever environment, whether in my family or whatever. And that is the way it has been for me.

As I went along, things got tougher and tougher, because other kids were progressing and getting better and moving on, and I was somewhat at a standstill. But at that particular time, I was still participating in athletics. And I am not here to downgrade HISD; I am from Houston, Texas. I am not here to say that it is their fault.

It was just something at that particular time, whether it was ignorance or whatever, that was not detected. So I have to live with that. But again, it was very painful, and I really don't understand.

[The prepared statement of Mr. Manley follows:]

PREPARED STATEMENT OF DEXTER MANLEY

I would like to thank Senator Simon and Pat Fahy of his office for inviting me to testify before this distinguished committee. I am honored to be here and hope that my presence will prove valuable to the thousands of learning-disabled and illiterate Americans.

As many of you know, I am an All-Pro defensive end for the 1988 Super Bowl Champion Washington Redskins. Accordingly, I am viewed by millions as a hero, however, until recently, I did not view myself as a hero. For the last three years, I have been learning to read, a skill that many of you take for granted, but due to my being learning-disabled, reading had always been a struggle for me. Because I am a public figure, it is very embarrassing for me to be here today, but I realize the impact my presence may have on others to come forward and cure their disability.

I came to grips with my inability to read three years ago because I had no self respect. It was painful knowing people perceived me as dumb and stupid. However, today I can both read and spell.

I cannot convey the pride I experience each morning when I read the *Washington Post*. While I am still enrolled in a special learning program, it feels great to be able to finally say "I am not illiterate." Acquiring the ability to read exceeds all the accomplishments I have attained on the football field.

Again, I thank Senator Simon and this distinguished committee for the opportunity to appear before you this morning.

Senator SIMON. Let me ask a few questions, if I may.

At what point did you decide you were going to do this? Here you were, you were making money, you were a pro football player, and everybody figures you are a big success. When did you decide you were going to do something, and how did it come about?

Mr. MANLEY. Well, like I said earlier, I went on through my life, and whether or not I was passed, there was a willingness on my part. In my freshman year, after my father passed away, I took the ACT test, and I scored a 6. That really hurt me, because I remembered back in grammar school what I was told, and I just felt like I was dumb and I was stupid, and that I did not have the ability to learn how to read or write. And I want to say thanks to Sarah, who is my teacher at the Lab School.

But getting to your question, it happened in 1985. I was on the sidelines, and we were playing the New York Giants, and I remember when Joe Theisman broke his leg. And you know, as a football player, the only thing that really gave me identity was football—it made me feel like a real person—because other than that, I went through so much frustration. I can recall vividly when Joe broke his leg. I was standing there, and I had so much fear and insecurity, and I was just saying I hope to God this will never happen to me, because what do I do then.

That was in 1985 when Joe broke his leg. The next year, I decided I had to go and get help, because I did not know how to read or write or spell. So at that time, I talked to my wife, and I told her that I needed her help. She talked with her mother, and there was an article in the *Chicago Tribune* about the Washington Lab School. So Glenda told me, and I contacted the Lab School.

When I went to the Lab School, I took a lot of tests, and that is when I initially enrolled in the night school during the football season. I would leave practice and go to the Lab School at night.

That is really when I started. I really felt a little better about myself because I was doing something about it. I wasn't running, I wasn't hiding, I wasn't trying to make people believe I was something that I really wasn't.

That is the way it really happened.

Senator **Simon**. Good for you.

And Sarah Hines, you are his tutor?

Ms. **Hines**. Yes. I work at the Lab School, and when I met Dexter, I was teaching at the night school. He had several teachers; I was his reading teacher. Then I went back to work at the Lab School, and I also tutored him one-to-one several times a week. So I have probably worked with him for four years.

Mr. **Manley**. How did I grade out? I was telling her just the other day the Lab School had an opening, and I was there and I spoke to the Lab School—and I did not realize this until Sarah told me two weeks ago. I was at school, and she said, "You know, Dexter, I went back and I checked your tests from when you first walked into the Lab School"—because when you walked in, they test you. And it was so painful—she told me I was on a second grade reading level. That was very embarrassing, and it really hurt me. At that time, I was in so much denial; she told me I could not read, and I was telling her, "I can read," but I would guess at a lot of words. So that is where I was at when I first walked into the Lab School.

Senator **Simon**. Do you have any idea how they decided you needed to be in a special education class?

Mr. **Manley**. Well, I was young, I was in the third grade, so I cannot recall, I cannot go back that far. I know the principal of the school talked to my mother and father, and at that particular time I was just put in the special ed class. And I did not want to be in there, and the only thing I can recall is we played with blocks and had some research time. Other than that, I don't ever remember learning phonics or learning skills to learn how to read and write.

Senator **Simon**. There are going to be some people watching this on television, Dexter Manley. What would you say to someone who is watching this on television who does not know how to read and write today, somebody out there who has been hiding it from his or her friends and neighbors—and that is what most people do——

Mr. **Manley**. Well, I was one of them.

Senator **Simon** [continuing]. And you were one of them—what would be your advice to these people who might be watching on television?

Mr. **Manley**. Well, again, I guess it takes a certain amount of courage. At the same time, you have to get comfortable with yourself. And what I can say to those who are out there who have a learning disability or are illiterate is that somehow or other, you have to find the will and the courage to come forward and ask for help. That is the most difficult thing for a human being to do is to ask for help. And part of helping is changing, and as human beings, some things about us we do not want to change.

For me, the only thing I can say is that I had to humble myself, and I had to walk into the Lab School and not pretend. And it is okay, and I feel like I am all right. Today, I can read and write, and I do have some self-respect. That is about all I can say.

Senator **Simon**. That is a powerful message, and we thank you.

There are 20 to 30 million adult Americans who cannot read a newspaper. And Dexter Manley, I have followed you on the football field—usually cheering you, except when you played against the old St. Louis Cardinals, and then I had to cheer on the other side—but I have never been prouder of you than I am for what you have done here today.

Mr. **Manley**. Thank you.

Senator **Simon**. Senator Mikulski?

Senator **Mikulski**. Thank you.

Mr. Manley, that was extremely moving testimony.

First of all, Senator Simon, we are just so pleased that you have introduced this legislation, and I think all would agree that this is indeed a national priority. Our Declaration of Independence and Bill of Rights talk about the right to life, liberty and the pursuit of happiness. The right to learn to read must be considered a fundamental right to our society—the right to learn to read—because it is a hallmark to our democracy. You cannot run a country, you cannot run a family, all those things that Mr. Manley has talked about. So we congratulate you on this legislation. If America is going to be the country that competes, it has to be the country that can read.

My questions therefore go, Mr. Manley, to some aspects of prevention, if we could take a minute or two about your own life. How old are you now?

Mr. **Manley**. I am 30.

Senator **Mikulski**. So when you were in the third grade, that was about 22 years ago?

Mr. **Manley**. Yes, ma'am.

Senator **Mikulski**. That would be about 1967?

Mr. **Manley**. I can count money, but I cannot subtract like that. You are asking me to do something I cannot do. [Applause.]

Senator **Mikulski**. OK. But it was somewhere in the mid-1960s that you were in the third grade. What I am trying to figure out is that obviously there were not programs there to help you when you were a little guy at age eight. You obviously do not lack intellectual ability; you just had some roadblocks to reading.

Do you know what they found out when they tested you, what that learning disability was?

Mr. **Manley**. At the Lab School?

Senator **Mikulski**. Yes—or, do you remember when you were in the third grade what happened to you? Do you have any records, or——

Mr. **Manley**. Yes. I can recall I was in the second grade and I think I made like 19 F's. At that time, they put me back, and I repeated a grade, and that is when I was put in the special ed class. From that point, I do not recall taking a test or anything of that nature. The only thing I can remember was being put back, and I did not want to be put back, and I stayed there four years in the special ed course, and there were no programs of any sort to help me to learn skills to read and write, so I could feel like I was a human being.

Senator **Mikulski**. And when you went to the Lab School, did they identify what was the nature of the learning disability?

Mr. **Manley**. Yes. Sarah can get into more detail.

Ms. **Hines**. Yes. Dexter's learning disability is primarily in his auditory channel, and he basically has trouble remembering what he hears, especially rote information, so that he could not remember the sounds that letters make, or when he tried to blend sounds together, he could not remember them in sequence, and that was the reason he did not learn to read.

Senator **Mikulski**. And are their special techniques——

Ms. **Hines**. Yes——

Senator **Mikulski**. So it is not a hearing aide, or something like that.

Ms. **Hines**. No, no, no. He hears fine. It is really just a memory problem.

Senator **Mikulski**. OK. But somewhere along the line, if we had identified that, Mr. Manley would have been in a special reading program and not have felt the stigma that he felt; is that correct?

Ms. **Hines**. Right, if he had been identified as learning-disabled when he was young.

Senator **Mikulski**. Mr. Chairman, my point is that I think there are a lot of people who have particular kinds of learning disabilities.

And Mr. Manley, as I understand it, you just felt ashamed; you felt ashamed that you could not read, which meant that you felt, I am sure, that you just weren't smart enough, good enough, or whatever——

Mr. **Manley**. Yes.

Senator **Mikulski** [continuing]. And then here you are, this big guy, 25 years old or so, and you go the learning lab. But if you could not hear, or if you had blurred vision—like me—from here, I cannot read your name—but nobody thinks I am dumb because I have to wear glasses; right this minute, without my glasses, I just cannot read. But there is no stigma for me to walk into an ophthalmologist, find out what is wrong with my eyes, and then get glasses and I am corrected. Nobody thinks I am deficient, nobody thinks I am dumb, nobody thinks I am not womanly because I cannot read.

Mr. **Manley**. Yes, ma'am.

Senator **Mikulski**. Now, what do you think we could do that would make people feel going to reading programs would be the same as going to a doctor? Essentially, if I might say, Ms. Hines, you are a "reading doctor". You are a reading rehab. If I broke a leg, nobody would think three seconds if they saw me with a walker, going into a rehab clinic.

What I am trying to find out is how we can help other men and women not feel so ashamed that they could not reach out to a program, in the same way you do not feel ashamed when you need glasses, or——

Mr. **Manley**. Well, people are all different. I think kids can be more cruel—at least when I was a kid, through grammar school, junior high and high school—and I suffered. I did not have any information. The only information I had was a vision, and that was about it. I think we all have to be educated, and you have to have people with some compassion and understanding, and a lot of people do not have that.

For instance, this morning, I was telling my press guy when I picked him up at the airport—and this is getting off the subject, but it is going to get to what you are asking me—I was over at the gift shop, looking in the gift shop, and a lady walked up to me this morning and asked, "Did you see you were in the paper?" I said, "Yes." And when I left to go back to my car, the next thing I knew, she was out with some people at National Airport, laughing: "He can't read." I did not say anything, and it was belittling to a degree. And she did not realize I was walking nearby.

So you just have to have people who are understanding and have some compassion—and again, I am repeating myself—and it has to come from within the individual that it is okay if he has a learning disability or is illiterate. He has to have a certain amount of support in order to feel good about himself, whether it is immediate family or friends or whoever it may be, I think the support is the best way to sympathize with that individual.

Senator **Mikulski**. Well, I can't tell you how upset I am to hear about this lady at the airport.

Mr. **Manley**. I'm not upset.

Senator **Mikulski**. I tell you, if I were there, I would have chased her in my little high heels.

Mr. **Manley**. I wanted to punch her out, but I was taught not to hit ladies—that, I learned. [Laughter.]

Senator **Mikulski**. But the fact is that you did not fail, sir—the system failed you. And did the high school just promote you on?

Mr. **Manley**. Well, that is kind of a touchy subject right now in Houston, Texas.

Senator **Mikulski**. And I am sure it is a touchy subject at your college.

Mr. **Manley**. Yes—well, I don't think it is their responsibility. I think it started in my early schooling. The only thing I can say is there was a willingness on my part, and I would always attend class. But as I sit here today, I think it is amazing that I got this far. That is the only time I have ever repeated a grade, was in the second grade. And I had a lot of tutoring, but I would suspect that I probably was just passed through.

Senator **Mikulski**. Well, we won't talk about your college. But I happen to think that the purpose of a college is that of a learning institution. I am old-fashioned. I don't think colleges should be the "farm team" for the NFL.

Mr. **Manley**. Yes, ma'am.

Senator **Mikulski**. And I am so pleased that you have had the opportunity to improve yourself, that you had this outlet. Not every guy is going to be a pro football player. So you are our model so we can help others.

Ms. Hines, my last couple of questions are directed to you—I know the chairman wants to move on. How did you get into this, why are you into this, and how can we recruit others to be involved in literacy?

Ms. **Hines**. I think it is very rewarding to teach someone like Dexter to read. It is very rewarding. You can change people's lives. I think learning disabilities is an incredibly interesting field because every student is different, and you have to figure out how to teach those students, so that I think it is challenging.

And I think, in answer to your earlier question, if people understood that learning-disabled people and illiterate people are not unintelligent—that they may have, as in Dexter's case, a learning disability, a memory problem, which has nothing to do with whether he is intelligent or not—then maybe people would not be so ashamed to come forward and admit that they are learning-disabled or illiterate.

Senator **Mikulski**. Thank you, Mr. Chairman.

Senator **Simon**. I thank you, Senator Mikulski.

Let me just add that people with learning disabilities have included people like Albert Einstein and Nelson Rockefeller—some really famous people.

Mr. Manley, when you were put into a special education class, that was before we called something called "94-142" where today, frankly, you would get more help in the third grade or wherever you were, so this would not happen automatically. But we still have a huge amount of progress we have to make. Part of it is to have the programs, but part of it is, frankly, to have a few people like you who are willing to stand up. All I can tell you is that we are very, very proud of you, Dexter Manley. Thank you very, very much for being here.

Mr. **Manley**. Thank you.

Bruce Brown, my press agent, would like to say a few words.

Senator **Simon**. OK.

Mr. **Brown**. I will be brief. We just wanted to use this forum to announce some programs that Dexter is going to institute here in the District to try to diminish the stigma attached to young children who are learning-disabled and illiterate so that they will not have to experience some of the frustration and stigma that he did.

There are two things we are going to be doing. For each "sack" that Dexter gets in this coming season, he is going to donate $250 to the Reading is Fundamental Program. In addition to that, we are going to work with the D.C. Public School System in identifying learning-disabled and illiterate children in the first, second, third, fourth, fifth grades and involve them in a program that we are going to call "Dexter's Corner" at every home football game. That way, they will see that there is someone who has experienced the deficiencies and difficulties that they have, who has admitted and become what we view as a role model and a hero, and involve them in programs of various natures, both academic and athletic, so they will feel some self-esteem and self-pride at a much earlier age and will not have to wait until age 25.

Senator **Simon**. That's great, and I'll tell you what, if you will invite me and—may I speak for you here, Barbara——

Senator **Mikulski**. Yes.

Senator **Simon** [continuing]. If you will invite Senator Mikulski and me to "Dexter's Corner" once you get started, we'll come over and visit "Dexter's Corner" with you.

Mr. **Manley**. Not to the Cardinals, though. [Laughter.]

Senator **Simon**. I no longer root for the Cardinals. Once they moved to Phoenix, I let them go.

Thank you again, very, very much. We are very proud of you.

Mr. **Manley**. Thank you. [Applause.]

Senator **Simon**. Next we will have a panel made up of Helen "Jinx" Crouch; Wally "Famous" Amos; and Sharon Darling.

Helen Crouch is President of Literacy Volunteers of America.

For the rest of our witnesses, with the exception of Gwendolyn Jones a little later on, we are going to use the five-minute rule. We will enter your full statements in the record, and we'll have this clock going here, so if you can try and keep your remarks to five minutes and then we'll go to questions, I would appreciate that.

All right. Ms. Crouch?

STATEMENT OF HELEN "JINX" CROUCH, PRESIDENT, LITERACY VOLUNTEERS OF AMERICA, SYRACUSE, NY

Ms. **Crouch**. Thank you, Senator Simon and Senator Mikulski. I am delighted to be here today.

I am the chief staff officer of Literacy Volunteers of America, which is the first organization that was founded to help people like Dexter, over 27 years ago. Our network at this point in time is made up of 360 community tutorial programs in approximately 39 States. Over 60,000 volunteer tutors and students were involved in our network last year. That represents a 50 percent growth in just two years.

In our parlance, a "student" means a "client" of the program.

We are a three-tiered organization with local, State and national components, each with a different focus. The local affiliate is the program that provides the direct tutorial services to the clients. They recruit, train and match volunteer tutors to students. The State organization provides technical assistance and support to the existing affiliates in the State and also creates new programs and innovative demonstration projects.

Our national headquarters has three major thrusts. One is to expand the network into States where there are no existing programs. The second is to develop training materials for tutors, trainers and program managers. The third is to provide technical assistance to our own network, but also to adult basic education programs, libraries, correctional facilities and corporations.

We serve adults and teens. We do not work with children, like Dexter when he was in the third grade. We work with people who have been through the system and have no other resources, or did not when we were organized.

We work with adults and teens who are functioning at the lowest levels of the spectrum, the zero to fourth or fifth grade level—those who are generally not able to go to a classroom situation. They must be enticed into the continuing educational system through individualized instruction in nonthreatening settings—the kinds of things that Dexter talked about.

Therefore, we function as an outreach and intake arm of adult basic education and job training programs. We are able to develop lessons to meet the specific needs of each individual student, and we also develop programs for special populations like immigrants, the work force and the disabled.

It is only recently that there has been any acceptance of the fact that the nonprofit voluntary organizations, the government and the private sector must combine forces to develop a coordinated service delivery system if our Nation is to make good on its promise of equal opportunity for all—your comment, Senator Mikulski.

While most solutions must be implemented at the State and local levels, leadership and incentives for action must come from the national level, from the Administration as well as Congress. To date, that leadership and coordination have been largely lacking, except for our champion, Senator Simon, and a few others.

Both volunteer and professional adult basic educators have been hamstrung by a dearth of resources and inconsistent support—the start-stop-start again syndrome.

Speaking for LVA and as an advocate for the millions like Dexter who are educationally disadvantaged and who cannot be here today, I urge that at a minimum the following be assured in legislation: that there be strong, visible Federal leadership, making a long-term commitment to support the literacy effort. A Cabinet Coordinating Council and a National Center for Literacy seem to be effective ways to build a structure for permanence. Second, increased funding for the Adult Education Act, commensurate with its objectives. This is the cornerstone of the Federal literacy program, but it is certainly inadequate for the scope of the responsibilities.

I am also asking for financial support for the private volunteer, community-based and coordinating literacy organizations, which are experienced and competent, and they make unique and vital contributions to the literacy effort.

Finally, coordination and focused effort to assist those most in need through the moneys already available for basic skills instruction in different pieces of legislation which are administered by different departments. This goes back to your Cabinet Council idea, that there are moneys, but they are not necessarily being directed where there is the greatest need.

In short, to achieve a goal of a literate America, a goal desired by both the economic development champions and the social justice advocates, our Nation's priorities must be reordered dramatically. These hearings and the legislation you are drafting are steps in the right direction.

I thank you.

Senator SIMON. We thank you very, very much.

[The prepared statement of Ms. Crouch follows:]

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PREPARED STATEMENT OF HELEN "JINX" CROUCH

Senator Simon and members of the Subcommittee on Education, Arts and Humanities, my thanks for the privilege of testifying before you today. I am Jinx Crouch, President of Literacy Volunteers of America, Inc.

LVA is a national, non-profit organization, founded by Ruth Colvin, a homemaker from Syracuse, NY. LVA combats illiteracy through a network of 360 community programs in 39 states. More than 60,000 volunteer tutors and students are currently involved in our programs, a number which has increased by 50% in the past two years. Approximately 3/4 of our students are in Basic Reading programs; 1/4 are studying English as a Second Language.

We are three-tiered: local, state, and national, each with a different primary focus. The local affiliate provides direct service to clients, engages in public awareness activities, and recruits, trains and matches volunteer tutors with those in need of basic skills. The state organizations support existing affiliates, establish new programs and develop innovative projects in cooperation with other agencies and with LVA.

There are three major thrusts in LVA National's work: 1) the establishment of community tutorial programs; 2) the development and production of training materials for tutors and program managers; and 3) technical assistance which we provide to our own network and to many other literacy programs nationwide, such as Adult Basic Education, libraries, corporations and corrections. Our goals are to create an environment in which adults and teens who lack basic skills are encouraged to come forward and continue their education, and to make literacy services available to all who need and want them. We accomplish these goals through our own programs and by collaborating with and stimulating other basic education programs.

LVA was founded in 1962, four years before the passage of the Adult Education Act. We were founded and continue to be guided by volunteers representative of their own communities. Our target population is composed of adults and teens who read at a fifth grade level or lower -- generally, those who are not ready for a classroom situation but require a one-on-one or small group arrangement. Because of this, we function as an outreach and intake arm for Adult Basic Education in this country -- many of our students move on to ABE or job training programs. The problem of illiteracy is very complex and will not be solved without a comprehensive system INCLUDING volunteer programs.

It is important to note that volunteer programs provide more than just a source of manpower -- although it is certainly essential to mobilize the talents of large numbers of diverse kinds of people to combat illiteracy, and volunteer programs do this most effectively. Our programs also have a unique ability to focus on the individual goals of each learner; to develop programs for special audiences such as the workforce, the handicapped, or immigrants; and to be innovative and creative in developing new approaches.

Our long term commitment gives us a staying power and a distinct perspective, and serves as a balance against the shifting priorities generated by the media and the short term objectives of specialized projects. There is now widespread acceptance of the fact that the non-profit voluntary organizations, the government and the private sector must combine forces to develop coordinated systems of literacy service delivery if our nation is to make good on its promise of equal opportunity for all. LVA has always been a leader in such efforts, and will remain so. But leadership and coordination from the federal government has been lacking in literacy efforts. We commend Senator Simon for his longstanding championship of literacy efforts at the federal level. The proposed Illiteracy Elimination bill is a giant leap in the right direction.

We in Literacy Volunteers of America feel strongly that adult literacy must be recognized as a priority issue in our nation -- an issue which requires long-term attention. Illiteracy is related to most other serious problems our country is wrestling with, from homelessness, to drug abuse, to teenage pregnancy and crime. While many solutions must be implemented primarily at the state and local levels, leadership and incentives for action must come from the national level -- from the administration as well as Congress.

Both volunteer and professional basic educators have always suffered from lack of resources and from inconsistency in support. Governmental programs are often launched with much sound and fury, only to be allowed to die from lack of nourishment months or years later. To accomplish the goals desired by both the economic development champions and the social justice advocates, our nation must reorder its priorities and allocate dollars over a sustained period.

Speaking on behalf of LVA and in the interest of 27 million illiterate Americans, I am calling for: 1) Strong, visible federal leadership and long term commitment to eradicating illiteracy; 2) Adequate funding for the Adult Education Act; 3) Financial support for the volunteer, community based and coordinating literacy organizations; 4) Increased accessibility for basic skills programs to resources (funds, staff, and equipment) already allocated to other education, labor, and human service programs.

I would like to offer the following comments on Senator Simon's proposed legislation:

Title I - As a means to achieve the coordination currently lacking, we support the establishment of a federal Cabinet Council for Literacy Coordination. This Council should include all the major federal departments, including the Attorney General, the Directors of ACTION and the Office of Personnel Management. The purpose statement for the Council should read: "To develop and coordinate the literacy programs and initiatives of the federal government and facilitate the integration of resources across and among various departments."

To achieve greater visibility and improved communication, we support the creation of a National Center for Literacy, which could become the focal point for the leadership functions that are needed to support the pluralistic program response system. The Center should serve as a clearinghouse of information about successful program models. It should concentrate on applied research, collect and disseminate information on promising practices, and broker technical assistance (provided in most cases by existing organizations with expertise in the specific area of conern) for both newly developing and existing programs. It could also assist the field and the federal government by providing program evaluation services and policy analysis. The National Center should be a nonprofit organization with a governing board composed of people from both the public and private sectors, of whom a majority would be non-governmental representatives of relevant constituencies. The Center should be strong but lean, contracting out for technical assistance services and disseminating information directly and through existing networks.

Title II - Because we believe the Adult Education Act is the cornerstone of the federal literacy program, we support increasing the authorization and appropriation for it. We strongly recommend that an Assistant Secretary for Adult Education be appointed, with powers equal to the Assistant Secretary for Vocational Education. It is the one program that serves all adults who lack high school completion and need instruction in basic skills. The majority of those it serves are already employed -- though quite possibly under-employed -- or not in the labor market. The reason this Act has not been more effective is not because the personnel administering it don't know what to do, but because the appropriations have never matched the need. It's time -- after more than 20 years -- to redress that wrong. The Congress has to face the reality of what it will cost to provide opportunity and access to those millions who lack the basic skills they need to read, write and compute with understanding. This means changing national priorities -- making far larger investments in human capital than we have been doing.

Volunteer, nonprofit, community-based organizations need to be considered full partners in implementing the act and therefore eligible for funding under all its provisions. They truly do serve all, including the high school graduates who have diplomas but still can't read and write with proficiency (17% of LVA's students). These graduates do NOT qualify for Adult Basic Education. In addition, a special section should assure funding for the national and state support organizations which provide technical assistance in program and curriculum development, management, and evaluation. Because these groups reach out to those most in need and the hardest to serve, the people who have multiple problems, it is reasonable that the costs to serve them are sometimes higher than for those willing and able to come to classes.

TITLE III - It is recognized that illiteracy is an intergenerational problem and needs to be approached through enhanced educational opportunities for children concurrent with remedial instruction for adults. We believe in programs like Even Start which provide joint learning projects for parents and children. Head Start programs can also be a good vehicle for promoting family literacy.

Family should not be interpreted as parents only; the families with which we are concerned have many nontraditional configurations. We need to provide literacy and parenting skills to all child care-givers, so we strongly support family literacy projects as long as there is an expanded definition of "family" and as long as there is flexibility in the administrative regulations as to what agencies can provide services and how they are implemented. There are many creative approaches to meeting the goal of breaking the cycle of illiteracy, such as LVA's current collaboration with Head Start.

TITLE IV

Authorizing additional money and then appropriating it for Title VI of the Library Services and Construction Act would enable the successful programs established under this title to continue and additional programs to be initiated. LSCA has been used very effectively to expand the number and quality of library literacy projects, usually implemented in partnership with nonprofit volunteer organizations with expertise in tutorial program management. A higher appropriation over multiple years would assist these programs, which provide direct services to adult and teen clients, to more fully reach their potential.

Enabling the Reading Is Fundamental (RIF) program to provide inexpensive books for adults as well as children could fill a very important void. Frequently progress in reading is slowed because there is little low level material which is relevant and interesting to the adult new reader. Without practice, the new skills will not become internalized and an integral part of the individual's everyday life.

The library literacy demonstration program, when implemented, would enable a few libraries to establish state of the art programs which could then influence the way programs are organized in the future. It would seem to be a valid, though limited, research and development effort.

TITLE V - College Work Study programs contribute to the number and diversity of service programs in a community. In many cases they could be implemented more quickly and managed more efficiently by simply referring the students to existing community literacy programs.

TITLE VI - The VISTA Corps, recently supplemented by the VISTA Literacy Corps, has been of inestimable value to both community literacy programs and to state level volunteer literacy support organizations. By providing full-time Volunteers to serve as program staff committed to developing ongoing, capacity-building components or innovative projects reaching out to populations not previously served, they have made it possible for the undercapitalized literacy projects to survive and grow. VISTA volunteers have become an integral part of the delivery system. The VISTA program, in partnership with the literacy movement, provides a mechanism for involving both young and mature persons in a meaningful national service program. The literacy agencies provide the planning, training and ongoing support required to make the work of the VISTA volunteers effective.

We want to make certain that the VISTA Literacy Corps supplements the VISTA Corps, and that the net result is more total volunteer service years. We also urge that:

* money be included to pay for the literacy agency's supervision, support and administrative expenses

* there be no limit placed on the years VISTA positions can be granted to an agency as long as VISTA volunteers are used effectively.

We are willing to support Service Learning volunteers but feel they should be integrated into existing volunteer literacy programs rather than starting totally new efforts. We feel the receiving agencies should be compensated for planning, supervision and administration. Otherwise the students can be more trouble than help in already understaffed and underfunded agencies. However, this could be a good way to introduce young people to community service.

We also endorse the University Year for Literacy as a productive way to expose college students to one of our nation's major issues. Literacy programs can provide structure and training so that no time is wasted in "reinventing the wheel." The student works full-time as a staff member, providing fresh insights and new energy for the cause. The provisos about dollars for the host agency apply here, too.

The Retired Senior Volunteer Literacy Program has already proven to be valuable to both the community literacy programs and the RSVP volunteers. Additional funding would enable the agency to build on the experience gained and systems developed during the demonstration period.

From the perspective of LVA, the Literacy Challenge Grants offer the best opportunity to expand significantly the volunteer literacy delivery system in a community while assuring through the partnership requirements that it is coordinated with the community's other components. We strongly endorse the recommendation that these grants be of significant size to make a real difference and that they can be multi-year with a slowly decreasing share paid by the federal government. This provision gives the partnership adequate time to institutionalize the project by finding alternative funding sources. Our experience is that this process takes three to five years.

We also support the Technical Assistance and Training provisions in the draft legislation. They offer a means to transfer the expertise gained by existing literacy service providers like LVA to new partners who bring fresh ideas and resources to the literacy effort. The resultant synergism should assure a more tightly knit, effective network of literacy services available to meet the diverse needs of those who seek basic skills instruction.

Summation

Functional illiteracy is one of the nation's most serious problems.

Functional illiteracy is closely related to most of our country's dysfunctions: drugs, crime, youth unemployment, teen pregnancy, and homelessness.

The solutions are complex and require long-term commitment.

Resources allocated to building a literate nation must be significantly increased.

Volunteer, community-based organizations are an integral part of the solution and need to be guaranteed eligibility for funding through federal literacy programs.

Monies available for basic skills instruction through different pieces of legislation and administered by different departments must be coordinated and focused on those individuals most in need.

In short, to achieve the goal of a literate America, the nation's priorities must be dramatically reordered. The legislation being proposed by Senator Simon represents a major turning point in our country's history. I commend Senator Simon and this committee for their efforts on behalf of this vital cause.

Senator SIMON. Wally "Famous" Amos, the spokesperson for Literacy Volunteers of America, we are very happy to have you here.

STATEMENT OF WALLY "FAMOUS" AMOS, SPOKESPERSON, LITERACY VOLUNTEERS OF AMERICA, KAILUA, HI

Mr. AMOS. Thank you, Senator Simon, Senator Mikulski. I am happy to be here, and I appreciate the privilege of testifying before you today.

I would first like to suggest you change the name of the proposed bill to "The Literacy Act of 1990". I would further suggest that any future hearings be titled, "The Challenge of Creating a Literate America". I believe that what you resist persists. The more attention we give to illiteracy, the more pervasive illiteracy will become.

This belief has to do with identifying the problem, being positive, and then focusing on the solution rather than the problem. The solution obviously is to find ways to identify and teach our nonreading adults how to read. We need only observe the escalation of drugs in our society to see that focusing attention on the symptoms will not eliminate the problem.

I have discovered some basic truths in the last ten years while promoting literacy as National Spokesperson for Literacy Volunteers of America. The truth is it is a problem that involves human beings—and we have experienced that this morning with Dexter. While we are all aware of this truth, the truth is we don't always act like it. Too often, we throw around statistics and talk of return on investment, as if we were dealing with replaceable objects. Human beings cannot be replaced, and each one needs all the love and attention we can give.

I would like to share a writing titled "Starfish" that illustrates my point.

"As the old man walked down a Spanish beach at dawn, he saw ahead of him what the thought to be a dancer. The young man was running across the sand, rhythmically bending down to pick up a stranded starfish and throw it far into the sea. The old man gazed in wonder as the young soul again and again threw the small starfish from the sand to the water."

"The old man approached him and asked why he spent so much energy doing what seemed a waste of time. The young man explained that the stranded starfish would die if left until the morning sun."

" 'But there must be thousands of miles of beach and millions of starfish. How can your effort make any difference?' "

"The young man looked down at the small starfish in his hand and, as he threw it to safety in the sea, replied:" 'It makes a difference to this one.' "

It makes a difference to Dexter Manley.

The truth is that for many reasons—denial, insensitivity, focusing energy and resources in the wrong area, et cetera—the problem is growing. The truth is, illiteracy cuts to the core of the American dream—if you cannot read, you cannot succeed. You might have some material successes, but you will never feel that you have succeeded as a functional human being. Again, Dexter pinpointed that this morning.

Even if you manage to get a piece of the action, you will always feel that you will lose it any minute, and you will never feel as if you are deserving. Adults who cannot read, whatever their material achievements, have low self-esteem, and people with low self-esteem do not feel deserving. And with people of low self-esteem, democracy itself is truly at risk.

The truth is, as the size of the world shrinks and technology increases, we need more skilled workers than ever before. The truth is, the problem of being unable to read puts us all at risk. As we sit in this room, a worker who is unable to read could be lighting a cigarette in an area with explosives and, being unable to read, lights up anyway. We would all be gone. A hospital attendant might not be able to read a patient's chart, thereby jeopardizing the patient's life.

Since becoming National Spokesperson for Literacy Volunteers of America in 1979, I have seen many examples to support the previously mentioned comments. As a matter of fact, I probably would have been one of those who would have denied that we had an illiteracy problem.

However, upon hearing from an associate, who had spoken with his friend, a tutor for Literacy Volunteers of America, Inc., about the problems of adult illiteracy, I decided to offer my services at no cost to them to promote their cause.

During the last ten years, I have promoted Literacy Volunteers of America and the literacy movement in general, to reach a great majority of the populace in many areas of the country. I have helped sponsor tutor training workshops, and I have helped create city and State literacy councils and commissions.

One such city was Philadelphia, in 1982, when the incumbent Mayor William Green took our advice and created a Commission for Literacy. Mayor Goode then expanded the Commission's role and funded their effort.

Today, with the help of many Philadelphia citizens, nearly 450 reading centers can be found in the City of Brotherly Love where only three existed in 1982. I would venture to say that millions of people in America have heard my message through a series of events, public service announcements and interviews.

As a promoter, my goal was to create awareness for literacy in the hope that literacy would become a major issue that all sectors of the community would support. Now, with ABC Television Network and Public Broadcasting Stations forming Project Literacy U.S., the United Way of America and its 2,300 affiliates adopting literacy as its number one priority, hearings such as this and the many partnerships throughout America, literacy has truly become a major issue, and I feel gratified that I played a small part in making it happen.

The truth is, illiteracy is larger than any one group's ability to solve it. So partnerships are definitely needed—partnerships like United Way and the Federal Government who joined forces in the $100 million Federal Emergency Management Administration Project, which fed the hungry, clothed the cold, and sheltered thousands nationwide.

A similar problem-solving process is needed now for the emergency of literacy. The United Way of America is ready again to help, local units of Literacy Volunteers of America, and other literacy providers are poised and ready, and corporate America is ready. The key to the solution, I feel, is public policy leadership, which emphasizes prevention and public/private partnerships.

In closing, the truth is we have identified the problem, and we really know what to do. We also know that money is a part of the solution but not the final solution; that people and partnerships work miracles.

Volunteers are one of America's national treasures. We have an untapped reservoir of creativity that exists nationwide, waiting to be inspired. The truth is, literacy needs strong, long-term commitment and leadership from our Government officials. If our Government can bail out corporations and industries, like Chrysler, and savings and loan institutions, then unquestionably, we must "bail out" the millions of Americans who need to learn literacy skills.

This investment in our human resources is like teaching someone to cultivate the land, rather than just feeding them. Literacy skills change people's lives and make them the productive, educated work force this country needs to continue its growth and maintain its leadership position in the world.

If we can remember that what we do to the least of us, we do to all of us, then we will create a literate America. It makes a difference to this one.

Thank you very much.

Senator SIMON. Thank you, and congratulations on your tenth anniversary as National Spokesperson. I like your line: If our Government can bail out corporations and industries, like Chrysler, and savings and loan institutions, then unquestionably, we must "bail out" the millions of Americans who need to learn literacy skills. I think you are right on target.

Mr. AMOS. Thank you, Senator.

Senator SIMON. We welcome Sharon Darling, President, National Center for Family Literacy, and member of the Board of Directors of the Barbara Bush Family Literacy Foundation.

Let me just add my own appreciation for Barbara Bush, who for years has been very interested in this problem. While she is in the limelight today, she was doing this when there wasn't any limelight. She would attend breakfast meetings on this and do the tough things that I think have really made a difference.

We are very happy to have you with us, Ms. Darling.

Ms. DARLING. Thank you, Senator Simon.

I appreciate the opportunity to be here, and I want to say before I get started how much we all appreciate your efforts. You have been a champion of our cause, and it has been very important to us, so I appreciate particularly being here.

Senator SIMON. Thank you.

STATEMENT OF SHARON DARLING, PRESIDENT, NATIONAL CENTER FOR FAMILY LITERACY, AND BOARD OF DIRECTORS, BARBARA BUSH FAMILY LITERACY FOUNDATION, LOUISVILLE, KY

Ms. DARLING. I want to focus my comments today—I know you will be hearing from a lot of people about the tragedy of illiteracy, the economic situation and what it causes in our country as we try to compete in a global economy—but I want to focus my remarks on something that, having been in the literacy field for the last 20 years, I think is probably the major problem in illiteracy in our country, and that is the cyclical nature of illiteracy, the intergenerational cycle, the cycle that keeps repeating itself over and over, as we see the parents and then their young children who come along behind them and fail as their parents failed and the generation of parents before them, their grandparents, had failed.

I think it is critical that we look at trying to improve literacy, that we look at it as a continuum of skills, and we look at it as a continuum of age groups that reach from zero to death; that we look at the fact that we know that children who are in homes where parents read to them become better readers. We know that children who are in homes of parents who are involved in the school, who go to the PTA meetings and to the parent conferences, those children achieve better, those children are better attenders, those children are less likely to drop out or become addicted to drugs. So we know, and we have known for a very long time, that the power of the family, the influence of the family is a primary determinant of how well a child will succeed. And when we look at the work force of today and we look at the work force of tomorrow, we must realize a need to tie the two ends of the educational spectrum together.

I think there is something we have known, and we have known it for a really long time but we really have not dealt with it effectively, and that is that the family is the primary influence in the education of the young child; the family is a critical ingredient.

We know, for example, that the educational attainment of the parent in the home is the single variable that follows whether a child will succeed or fail in our schools. It is one thing that, as a parent, it keeps occurring over and over when we look at all the other factors. We look at the economic situation, we look at their neighborhood, we look at their father's occupation, and we continually see that it is the educational attainment, particularly of the mother in the home.

So we know that we really must get at that cycle of illiteracy; we must help those parents get the skills and the knowledge they need to support education for their youngster in the home. We must quit looking at education as linear and look at it as circular and realize that by helping the parent here with literacy skills and economic skills, we are helping this youngster who is likely to enter our schools two or more years behind. We need to support that kind of education in the home.

I am pleased that we are seeing a lot of activity around the country right now on something called family literacy. Family literacy is an attempt to bring those ends together, to look at teaching intergenerationally, to increase the skills of the parent or the caregiver, at the same time increasing the skills of the children, but doing something far more powerful—helping the parent be able to be a teacher of the young child, helping the parent value education and create a value for education in the home.

Those programs are emerging, they are struggling to put the fragments together and trying to come up with a composite whole that is stronger than any of those fragments, and we are seeing some success. We have evidence that they are working. We have parents in the program who will say that.

I am currently funded by the William R. Keenan Charitable Trust, and when the Keenan's went to see a program in Spencer County, Kentucky, they became committed to the idea when they heard what those mothers said, that they simply did not know how to help their children. They had not had it modelled for them in their own home. They simply did not know what it took to support education for their youngsters. They were disenfranchised from the school because they were intimidated and afraid to go there.

We hear stories every day in the programs. A mother that I visited last week, who has a child in the three-year-old program, and she is coming to school with that child, said, "My fourth-grader last year asked me to help with math, and I did not say I could not help him with that; I just said, 'That's a teacher's job. What do those teachers do, anyway? They must be lazy.' " She said, "I just said, 'I'm not going to help you,' but I did not know how." And that was my fear. So the attitude that the child was getting toward school and teachers was from the parents' fear, and that changes when they enroll in programs.

We look at the Barbara Bush Foundation for Family Literacy and its efforts right now, and I think we are going to see some significant progress both in awareness of the issue and what needs to be done about bringing families together and also in funding programs and helping them pull fragments together to be more powerful than any one, single element.

The Federal Government has begun to play a role in family literacy through the Even Start legislation that will help establish model programs around the country, and we need more leadership from the Federal level to encourage people to look at the total family, to look at education as more comprehensive, to use our most powerful institution in this country, educational institution, the family.

I think that Federal policy should also be one that acknowledges the cyclical nature of the illiteracy problem and places equal priority on the education of both generations, while at the same time strengthening the educational impact of the American family. This can be accomplished by our Nation's leaders through ensuring that every discussion about the needs of children also has an equal discussion about the needs of their parents. Head Start, welfare, JTPA—they are all related, and we need to pull them together to have a comprehensive service for the family.

Thank you.

[The prepared statement of Ms. Darling follows:]

PREPARED STATEMENT OF SHARON DARLING

Mr. Chairman and members of the Subcommittee. I appreciate the opportunity to testify before you today on issues that are so important to the future of the Nation.

America is awakening to the tragedy and threat of illiteracy - the fact that tens of millions of its adults lack the essential literacy skills needed to survive and prosper in our increasingly complex society. New jobs are demanding ever increasing literacy competence at a time when workers with low basic skills continue to make up a disproportionate share of the workforce. Thus, added to the democratic imperative of eliminating illiteracy as a means to helping all citizens realize their potential, there is now emerging an urgent economic imperative: to build a workforce that can compete in the global economy. The economic urgency has led national, state, and local policymakers, as well as corporate America, to join the search for solutions.

At the same time awareness of the economic relevance of literacy has increased, a corresponding awareness has emerged that the problem of illiteracy is intergenerational: adults who lack basic skills and children who are educationally "at risk" interlock, bound so tightly together that excellence in public school education is an empty dream for youth who go home in the afternoon to an educationally deprived household. Former Secretary of Education Bell noted that the current crusade works well for the top 70 percent of youth. A large reason it does not work for the other 30 percent - - the disadvantaged - - is that too many of their parents lack the skills, knowledge, and awareness needed to support their educational development.

"The Condition of Teaching" reported in 1988 that 90 percent of surveyed teachers felt that problems in education partially emanate from a lack of parental support. Teachers repeatedly made the point that they alone cannot bring excellence to education: Teachers need parents to take part in the school, support their efforts, and promote education at home. Yet, there are a growing number of parents - - parents on the lowest end of the literacy continuum - - who hear that message but live with the frustration of being unable to respond.

Parents who lack basic literacy skills cannot know the joy of reading a story to their children, and those children cannot reap the documented educational benefits of being read to.

Parents who are embarrassed by their lack of literacy skills are often intimidated by schools, reluctant to become involved in their children's education even when they understand that it is critical to school success. Uneducated parents often had no model themselves for building a supportive environment for education, and thus their children cannot experience the success of their more advantaged counterparts from more advantaged homes.

By definition intergenerational illiteracy is a painfully long-term problem. It requires a long-term solution. The need for early-childhood education is becoming increasingly clear nationally. What is not so clear to everyone - - alas - - is that even the best efforts of the public education system to educate the Nation's poor youth will produce minimal success without the involvement of the family.

In 1987, one million children left public schools before graduation, most of them deficient in basic skills. There is no reason to believe that the patterns of the past will not hold in the future. Most of these dropouts will soon be parents, and they will often live with the frustration of being educationally and often psychologically incapable of properly assisting with their children's development. Furthermore, these will be parents whose lack of basic skills will preclude their getting or keeping a job, and that in turn will contribute to their own stress and to an impoverished home environment of their children. Family background variables, particularly the mother's level of educational attainment and the economic situation in the home, are primary determinants of their childrens' chances of success.

Children living in homes headed by women with limited formal education will start life and school behind their peers, and - - limited by oral-language and problem-solving skills - - these children will stay behind. Deficiencies in early oral-language skills affect their ability to read and write later. As noted by Andrew Sum and Gordon Berlin (Toward a More Perfect Union), inadequacies appear to impair overall intellectual development, social skills and psychological development.

Conversely, children of parents who read to their children, have books in the home, have a positive attitude toward school, and have high achievement expectations tend to become higher achievers than the children of parents who do not. In other words, parents act as role models for the literacy behavior of their children, and the children of those who are poor models find that each year they slip farther behind in school. For them school is not the key to opportunity but to failure, and they find it easy to drop out or get pregnant.

Thus, the number of children of children has increased to the point that one of every six babies born in the United States today will be the child of a teenage mother. Fewer than fifty percent of these mothers graduate from high school, and most will lack the rudimentary education necessary for employment or skill training. Many of these young mothers lack parenting skills, and many lack emotional stability, factors which contribute to their children's insecurity and instability. Lives bound by chaos do not lend themselves to normal growth and development. Deprived children, then, perpetuate the cycle of poverty and of inadequate education.

The cyclical dynamics of illiteracy demand that we change our educational system to place equal priority on education and academic remediation for the parent. Parents need help in overcoming their own life obstacles, and their children need services which help them compete successfully in the educational system with peers from more advantaged backgrounds. Unless we provide both, the intergenerational chains of undereducation cannot be broken. To break those chains, we need to intervene - - early intervention for the child, never-too-late intervention for the parents. Parents must be assisted in literacy development, and they must be provided with targeted services that help them support the development of their children.

Until recently, however, the needs of the disadvantaged parent have not been seen as the focal point for intervention. Rather, traditional programs have been child-centered. The theory was that a promising start in education would ensure a winning finish. When parents were involved, the focus was again on how they could teach their children or be involved in the P.T.A. Parents were encouraged to volunteer, to attend school meetings and functions, and generally to become more aware of their children's academic needs. Programs gave little attention to the parents' educational deficiencies, their own needs to master basic skills, and their needs for encouragement and support to build self-esteem and confidence.

Fortunately, because of the awareness of the impact of parental education on children is so strong, and because the size of America's undereducated adult population is so large, a new, potentially powerful intervention - - family literacy - - has begun to emerge.

Family literacy programs are targeted interventions to break the intergenerational cycle of illiteracy by addressing simultaneously the educational needs of disadvantaged children and their parents who lack basic skills. Family literacy programs also provide opportunities for shared learning and reading experiences that improve the literacy skills of the family and strengthen the support for reading in the home. Both parents and children become teachers and learners.

Thus, Family Literacy is an attempt to kill two birds with one stone - - meeting the educational needs of both parent and child - - but it is more than that. For the child family literacy programs offer opportunities well beyond those provided by traditional Head Start and compensatory education programs. The reading, writing, and computational successes of the parent have a ripple effect for the child. Parents who once thought that only teachers could teach acquire the power to involve themselves in their children's education, and the home becomes a place where education is more strongly valued.

For parents, too, family literacy programs can be more conducive to learning than general literacy and adult basic education programs. Literacy experts estimate that half or more of all adult basic education students drop out of their programs without achieving their goals or increasing their skills significantly. Typically they do so because they fail to see that what they are learning is relevant to their goals for themselves and their families.

The frustrations of many students are voiced by a recent dropout:

> I came back because I needed to learn how to read my son's report card. The teacher wanted me to learn algebra! How is algebra going to help me?

In recent years, the notion of functional context literacy - - that basic skills are best taught not through a generic ABC's approach, but by relating the content of what is taught to the specific needs and goals of the individual learner - - has been increasingly accepted by adult education experts. Functional context literacy is now being explored widely in programs to promote workplace literacy. By tying parents' learning efforts directly to the future of their children, family literacy programs also make the adult education process more relevant to the adult learner. Family literacy programs recognize that developing one's literacy skills is motivational, that parent and child learning together can be an exhilarating experience that increases the determination of both.

Family Literacy is still in its infancy; but quality programs are emerging across the Nation. The El Paso Intergenerational Literacy Program, operated by El Paso Community College, is a bilingual program that serves Hispanic parents and their three- and four-year-old children. The programs operate at three elementary schools in a setting where parents are taught to help their children while simultaneously improving their own literacy skills. In addition, they are assisted with parenting strategies to help their children learn at home.

The State of Washington has also launched an outstanding effort in Family Literacy for the Mexican migrant farm families in the Yakima Valley. The program includes early-childhood education for the youngsters, ESL instruction for the parents who are in the process of legalization, and a strong parent-education component which helps parents understand the school and support education for their youngsters in the home. In order to meet the needs of family and community, the programs are working with the families in the evening hours and on weekends to accommodate work schedules. One hundred sixty students have been served in the program and it continues to grow. A joint project of the Citizens Education Center, N.W. and the Washington State Migrant Council, the program is funded exclusively through private foundation funds.

Another example of a family literacy program comes from Providence, Rhode Island. The Tutorial for Parents Program provides literacy instruction, counseling, and parent education to approximately one hundred parents of six- to fifteen-year-olds. The program uses computer-assisted instruction with both parents and children. One parent, about to complete her G.E.D., recently said, "I have learned how to use the computer along with my son. Before, I didn't know how to turn one on." Communication is a vital component of the program. Writing letters to each other has increased understanding between the generations.

One of the Nation's largest family literacy programs is The Kenan Trust Family Literacy Project. The Kenan Program is an outgrowth of the Parent and Child Education (PACE) Program in Kentucky, cited recently as one of ten outstanding programs in the United States by The Ford Foundation and Harvard University's Kennedy School of Government.

The Model brings undereducated parents and their preschool children together on a bus to an elementary school. At the school, both parent and child receive individualized instruction, and parents and children are brought together for joint learning. The program is intensive, consuming three full days per week for an academic semester. Currently, the original PACE Program operates in eighteen rural Kentucky counties. The Kenan Project - - using a slightly modified program model - - operates in urban settings in Kentucky and in both urban and rural sites in North Carolina and will soon be expanded to ten states.

The Kenan Trust Family Literacy Program is designed to intervene in the cycle of illiteracy by meeting the needs of parents and children in the following ways:

- By providing a strong preschool program to enable children of disadvantaged families to start kindergarten on a par with children from more fortunate families,
- By improving the basic literacy and employment skills of parents so they can achieve economic, educational, and social goals,

- By fostering among parents a capacity to play a teaching, guiding role that will increase their own self-esteem as parents and teachers, and enable them to help their children learn when school is not in session, and
- By showing parents how to make education a primary value in the home.

The final goal of the Kenan Program is to enhance parents' capacity to interact with their children's teachers and schools, enabling them to become true partners with the schools in their children's education.

Teachers and administrators, frustrated by attempts to reach the parents of children in academic crises, often assume that these parents do not care when they fail to return notes or visit the schools. This is not necessarily the case. In the words of one Kentucky mother:

> If you send a note home to a parent, that parent is not going to come to school the next day, bring you the note saying, 'I can't read this. I can't read.' They're going to sit at home and ignore it. That teacher is going to tell you that the parent doesn't care. What that teacher doesn't know is that the parent may have cried because she can't read.

The Kenan Model speaks to this reality. The primary goal is to combine the needs of the parents and the children, improving the parents' basic skills and attitudes toward education while improving children's learning skills, uniting parents and children in a positive educational experience.

While the children are participating in the preschool program, parents are close by, sharpening their skills in reading, math, and language. These skills will enable many of them to earn high school equivalency certificates, if that is their goal. Vocational preparation through career counseling, student assessment, and employability skills instruction are included in the Kenan Trust Model. A specific time is set within the school day for parents and children to work and play together. The link is established for transfer of classroom skills into the home, and parents discover how to make learning fun while improving the child's oral-language and problem-solving skills.

> I didn't realize I could teach my children anything. I thought only teachers could do that. (A Kenan parent's comment)

It is important for the parents to realize that they are not dumb - - that being disadvantaged does not have to mean being ignorant. But often it does mean being intimidated by the school and discouraged by the lack of "school sophistication." To help overcome these barriers, the Kenan Model encourages the parents to become involved in the school organization. By volunteering in the school, they gain a new perspective and appreciation for the educational environment, while receiving job experience. Parents who have never worked are often overwhelmed with pride and satisfaction at having completed the task of tutoring, clerical work, or library duties.

> I didn't think I could do anything. I volunteered in my son's kindergarten and now I think that after I get my GED I will go to school and become a kindergarten aide. (A mother in the Kenan Project)

Improved self-image and confidence are only two of the benefits of intergenerational learning in family literacy programs. Teachers in the Kenan Trust Family Literacy Project met in February, 1989, to receive more training and to conduct a formative evaluation of the programs. They reported the "most significant indicators of parent accomplishments" to be:

- **Indications of responsibility** - - parents are thinking about getting jobs, setting goals, becoming integrated into the community, accepting the role of participant in their own and their children's schooling, setting aside failures, and experiencing success;
- **Indications of increased parenting skills** - - parents are talking about a required understanding of the children and about how their own actions and words affect the children - - becoming role models for not only the preschool child, but for older children, as well; parents are reading books and encouraging the children to read them; they are learning the importance of being a teacher at home;
- **Indications of a new awareness of themselves as worthwhile adults** - - they are no longer afraid to try new things; they have begun to take

risks and to enjoy success; they see school as a "safe place" and are making friends; they are developing a cultural awareness and appreciation for their community resources; they are learning how to trust, how to laugh, how to learn, and how to take pride in accomplishment.

The teachers expressed the following indicators of accomplishments by the children in the Kenan Project:

- **Indications of maturity** - - the children do not want to miss school, encouraging their parents to come and be here on time; they are more independent and do not cling to their mothers; they have learned to share, take turns, borrow, and return; they are more in control of their emotions and their manners; they are dealing with change in a positive way;
- **Indications of cognitive growth** - - the children are becoming better thinkers, making choices and decisions, following through in activities with less direction, making more detailed plans and sticking with them longer;
- **Indications of affective growth** - - the children are developing more distinctive personalities - - they have learned to talk about their feelings, recognizing that they have legitimate needs to do so.

A final contribution of the Kenan Project will be to provide data and information on the impact of family literacy intervention. Because the Project has been established as a model, a full-scale evaluation is being conducted: to define the elements of the Model; to document the long- and short-term effects of the program on its participants; and to determine how relevant and transportable the Model might be in resolving the nationwide problem of intergenerational illiteracy.

Though full evaluation of the Kenan Project will not be completed for several years, and longitudinal studies on both parents and children will not be completed until the children of today become the parents and workers of tomorrow, already there are indications of success - - both in Kentucky and in North Carolina. The Kenan Project, like other family literacy programs, shows that both disadvantaged children and disadvantaged parents can be helped jointly in intervention programs. When parents are encouraged to give learning a second chance, their children are given a chance as well; new opportunities open for both.

Requests for information on the Project and solicitation of Project guides and materials have exceeded 3,000 per year. Some states, cities, and rural communities have secured funding to establish Kenan Models and many other communities are exploring family literacy as a viable approach to go beyond the confines of the traditional K-12 system to break the cycle of illiteracy.

A new door has now opened to help the Nation respond to the need to strengthen the family's ability to support education in the home. Through the commitment of the William R. Kenan Charitable Trust, the National Center for Family Literacy was established in April, 1989, to help the Nation respond to the growing need to establish quality training for family literacy efforts. The diversity of literacy needs in the Nation and the wide array of family configurations mandate a multi-faceted approach. This diversity coupled with the difficulty of combining disciplines and services to strengthen the literacy levels of all family members simultaneously, requires assistance to states and communities as they tackle this heretofore unmet challenge.

The National Center for Family Literacy has as its goals to:

1. Provide free training and technical assistance to enable the establishment of quality family literacy programs throughout the Nation.

2. Encourage a national understanding and response to the cyclical problem of illiteracy through assistance and information provided to federal, state, and local policy makers and program planners.

3. Support the expansion of existing and developing family literacy efforts nationwide through training, material development, newsletters, and a clearinghouse function that will help emerging programs learn from the experience of others.

4. Fund model programs and conduct research to ensure that practice informs research and research improves the quality of family literacy efforts.

The first activity of the Center will be the August training for over 50 staff members from the states of North Carolina, Arkansas, Virginia, Kentucky, Minnesota, South Carolina, New York, and Mississippi. These programs have secured at least one year of funding and will receive nine days of training to enable them to plant the seeds of family literacy in their states.

The National Center for Family Literacy will be a viable resource in assisting the Nation in attacking the intergenerational cycle of illiteracy. However, it is only a small piece of a national agenda which must be addressed. If we are to break the Nation's chains of illiteracy and ensure that as we solve the problems of our undereducated adults of today, we also solve our literacy problems of tomorrow. The national agenda for literacy must be focused on the most powerful institution - - the American family.

The Federal Government has begun to play a role in this important effort through the passage of the EVEN START legislation and subsequent fourteen million dollar appropriation. This program to encourage the establishment of model intergenerational literacy programs and their replication is an excellent beginning and should be greatly expanded. However, it is just one of a myriad of strategies which must be a part of the federal role in breaking the cycle of illiteracy.

The federal policy should be one that acknowledges the cyclical nature of our literacy problem and places equal priority on the education of both generations, while at the same time strengthening the educational impact of the American family. This can be accomplished by our Nation's leaders through ensuring that every discussion about the needs of children also includes addressing the educational, economic, and societal needs of their parents. Simply attempting to meet the needs of disadvantaged children will not ensure that these children will achieve the success that eluded their parents.

Legislation to begin or expand programs to focus on the needs of children must contain strategies to mandate equal assistance for their parents. Chapter I, Head Start, and the new Jobs programs are only limited examples of federal legislation that should contain a mandate for intergenerational strategies to break the cycle of illiteracy.

The federal role of coordinating the services of the Department of Education, the Department of Labor, and the Department of Health and Human Services to put equal importance on the needs of the "at risk" parents as well as their "at risk" children is essential. Many of the same families who receive assistance through the Welfare Program contain the same parents and care givers who need the resources provided through the Department of Labor's Job Training and Partnership Act program and the same children who need the assistance of the Department of Education's Chapter I, and Head Start programs. Coordinating these services to bring the fragmented pieces together will have a far more powerful effect than any one single point of intervention provided for one isolated problem of the family.

Congress should also consider the establishment of a Center for Literacy as recommended in the Jump Start Report, to serve the training, research, and model program development needs for all of adult literacy. The Center should be broad enough in scope and purpose to address the intergenerational literacy needs of both parents and their children and should provide a base on which to help the Nation build a strategy to break the vicious cycle of illiteracy.

The time has come for national policy makers to take a more comprehensive view of literacy and come together to make quality family literacy programs a reality throughout the country. The gift of literacy is a great one for both parents and children; it is a gift we as a Nation cannot afford not to give.

Senator **Simon**. Thank you very much, Ms. Darling, and let me also add my thanks for your help in the family component of the bill that we have drafted here.

I know Senator Mikulski has to leave—any final words of wisdom here?

Senator **Mikulski**. Well, no. I think the panelists are the wise ones, and I think we can learn well from their testimony.

I think what "Famous" Amos says is "Get off of it, and get on with it"—I think that is a national call, and Ms. Crouch and Ms. Darling give us the models for doing it.

Senator **Simon**. Great. Thank you very much, Senator Mikulski.

Let me add, I have had to duck in and out with two phone calls with Senator Kennedy, who chairs this full committee, and who is very much interested in all of this, too.

Let me ask all three of you, how did you get interested in this whole question of literacy?

Mr. **Amos**. I will speak first and answer for myself. I got interested in an effort to give something back to the community, realizing that I had been helped by so many people during my lifetime, and knowing also that I was going to be famous, I wanted to do something constructive with being famous to give it value, because being famous just means that people recognize you, but there is no real value in that. So I sought out a nonprofit group and, as I said in my testimony, discovered Literacy Volunteers of America, and I approached them and offered my services to promote them.

I met Sharon Darling in Louisville, Kentucky when I helped sponsor a workshop there for the State of Kentucky, which she coordinated; at that time, she was an adult basic education specialist there. So it just evolved as we worked together on it.

Ms. **Crouch**. You will find that together, we represent a great many people-years devoted to literacy, because it is so rewarding, and it is so critical to help people take control over their own lives. Education is a tool that makes that happen.

I have been involved for over 20 years. I started as a volunteer in a high school tutorial program and then learned about Literacy Volunteers of America, got hooked up with it, and have been involved ever since. It is an ever-changing but now more hopeful picture, thanks to your interest in the cause, and the confluence of our global competitiveness issue and the need to invest capital in our Nation's human resources.

Ms. **Darling**. I became involved quite by happenstance, never intended to, and I have been in this field for 20 years now. I started at the birth of my first child. I stayed home, having been an elementary teacher. I ran into a man who was the director of adult education in Louisville, and he said, "Why don't you come by and see what we are doing in adult education? You might be interested in that."

I said, "I have no interest at all. I don't want to do anything with big people."

So I went by. He said, "You could bring the baby and just take a look," which I did. And he took all the paraphernalia away from me that you carry with your first child, and opened the door to this room, and there were five men in there. He said, "This is your new teacher"—and with that, he was gone.

These were the people that they couldn't find anything to do with, who came to enroll in their GED programs, who could not read, who could not sign their names. And it was so moving to me during the first hour, I thought, "If I can ever find my baby and get out of here, I'll never return." By the second hour, I thought, "There is no way. I won't be here for the rest of my life"—and that is exactly what has happened to me. People just need the skills so desperately.

I have worked on every level, I guess, and am still just as committed.

Senator SIMON. That's great.

Ms. Crouch, you mentioned in your testimony the VISTA program. I was able to get a Literacy Corps amendment adopted a couple years ago. The head of VISTA has suggested that we do away with Literacy Corps. Are there any reactions on your part to that suggestion?

Ms. CROUCH. Probably horror. The VISTA corps and being supplemented with the VISTA Literacy Corps has made a tremendous difference to the implementation of programs in the field. Because we have always been under-capitalized, the ability to get both young and mature people who have a full range of experiences to become involved full-time in the literacy movement has just been of tremendous value to us. So we would advocate for definitely retaining the Literacy Corps and for expanding the number of service years available in the total VISTA program.

I think it is one of the answers to people who are interested in national service.

Senator SIMON. Ms. Darling?

Ms. DARLING. I would also like to comment on that, if I may. When Wally Amos talked about meeting me several years back in Louisville, Kentucky, I was the director of the VISTA program there, and we used the VISTA volunteers within that literacy program. It caused the literacy program to grow from a very small nucleus to one that served 500 to 600 people. It also helped develop a model program that went through the national diffusion network, and the VISTA volunteers were the trainers for that. It was critical to the success of that program. I think the added dimension of the VISTA Literacy Corps is just unquestionably the right answer; it is the way to go, and I would certainly hate to see that abolished.

Mr. AMOS. I second both those remarks. In Hawaii—and I notice the distinguished Senator from Hawaii, Senator Matsunaga is here—in Hawaii, the VISTA group has helped immensely in expanding the program, and I am sure that would be the case throughout the country. It is a very vital component and one that is needed, and I think it would be a big mistake to disband it.

Senator SIMON. One final question before I yield to my colleague from Hawaii. If you were given a magic wand, and suddenly you could get anything out of this committee in terms of moving on the literacy thing, what one thing do we need more than anything else—any one of the three of you.

Ms. CROUCH. I guess I am the mercenary one. I feel that we need resources that are consistent and sustained. Even in the VISTA corps, part of the problem has been is there going to be so many VISTAs—no, there are not going to be that many VISTA service years—people then aren't utilizing the resources to the best advantage. So I would like to see a far higher level of dollar resources directed to the literacy movement, with some assurance that they will continue for at least three years, assuming people are doing well, doing what is expected of them. That is what will enable you to harness the people power that is out there.

Mr. **Amos**. I think so, too. Just saying that literacy is a priority and living up to that—we give so much lip service to so many things, with so little action. I think if you guys could say, "Hey, literacy is it, and we're not going to get off of it until we really get some results." And it is going to take a lot of us to determine what the strategy is in solving this problem, but we need it to be a top priority, and we need an absolute, total, long-term commitment to that. You have got to go to the wall for it.

Ms. **Darling**. I think I would add to that that it needs to be viewed in its comprehensiveness; that it needs to be viewed as lifelong; that we cannot continue to run from one place to another and say we are going to solve it with preschool because that is where people fall behind, or high school, or let's work with the adults and let's don't work down here, let's solve this problem. It needs to be a comprehensive package that ties everything together. It needs more resources.

It also needs the visibility of one central focal place where we can develop information that can help the field. We are a struggling field. We are not interconnected. It has been a part-time field and a volunteer field for a very long time. So I think if we could have a central place where we can disseminate information and help people grow, learn what works and disseminate what works, I think that would be my wish and my hope.

Senator **Simon**. Thank you.

Senator Matsunaga?

Senator **Matsunaga**. Thank you, Mr. Chairman, and I apologize for my tardiness. I was hoping to be here to listen to my star witness from Hawaii.

To begin with, I wish to commend you to begin with for holding this hearing and for agreeing to chair it, because I think the matter of illiteracy has been much, much too long delayed.

I remember as a child, we had a neighbor—we were about the same age, and we grew up together, and we worked at a warehouse, stevedoring. Well, I decided to go to high school, but he decided to continue working. He was a really good worker, alert, bright, or so we thought. Well, he was offered a promotion because they thought he was so good. But as a foreman, he had to read and write and make reports. So he turned down the promotion, and we could not understand it. We later learned that he could neither read nor write. And it was so embarrassing that he quit his job.

I think it is important to bring illiteracy out in the open, and in this connection I would like to congratulate and commend you, "Famous" Amos for the part you have played in the last ten years, in helping to change the situation. I think we in Hawaii have been very fortunate to have a leader such as you because, as happy as everybody seems to be in Hawaii, beneath that, when they cannot read or write, they are very unhappy people.

So I thank you, and I applaud you for the part you have played in this movement.

Mr. **Amos**. It is my pleasure. Thank you, Senator.

Senator **Matsunaga**. I would also like to congratulate the other witnesses. I wish I had been able to hear their testimony.

I thank you again, Mr. Chairman.

Senator **Simon**. Thank you, Senator Matsunaga, and thank you for your interest in this whole question of literacy.

We again thank all three of you, not only for your testimony, but for your leadership. We really appreciate it.

Mr. **Amos**. Thank you, Senator. It is a pleasure to be here.

Ms. **Crouch**. Thank you.

Ms. **Darling**. Thank you.

Senator **Simon**. And if I could just add one other word to "Famous" Amos, I also appreciate your coming over when Dexter Manley was having a tough time there.

Mr. **Amos**. I said the same thing to him that you suggested, you know, "Just be yourself. Get rid of your notes, and just speak from the heart." And that's what he did. He is really a terrific example.

Senator **Simon**. He sure is.

Thank you.

The next panel is made up of Dan Lacy, David Cox, and Gwendolyn Jones, who is accompanied by Regina Boyd.

Mr. Lacy, we will call on you first. Mr. Lacy is Vice President of the Business Council for Effective Literacy, with McGraw Hill. We are happy to have you here, Mr. Lacy.

STATEMENT OF DAN LACY, VICE PRESIDENT, BUSINESS COUNCIL FOR EFFECTIVE LITERACY, MCGRAW HILL, NEW YORK, NY

Mr. **Lacy**. Thank you, Mr. Chairman.

I am filling in for Harold McGraw, President and Founder of the Business Council for Effective Literacy, and I think all the members of the committee have been given a copy of what would have been his written testimony. As it turned out, he had to make a trip to Europe and is unable to be here and asked me to present a summary of what he had to say.

Senator **Simon**. We will enter his full statement in the record, and we thank you for being here.

Mr. **Lacy**. The Business Council for Effective Literacy was established and initially funded by Mr. McGraw about five or six years ago to attempt to create greater awareness of the illiteracy problem in the business community, to move the business community to do more about it, and to be a spokesman for the interest of the business community in this problem.

We all recognize that fundamentally, illiteracy is a human problem, and we have had some examples of the deep human significance of this problem today. But it is also a profound economic problem, affecting the competitiveness of the whole American economy, and it is on this latter aspect that I want to present just very few and very quick remarks today.

This country for the last decade or so has been living well beyond its means. We have been consuming every year $100 to $200 billion more in goods and services than we have been producing. We have been importing those goods and services from abroad far in excess of our exports. We have been every year borrowing $100 to $200 billion to pay the bills. We have run in that period from being the world's largest creditor nation to being the world's largest debtor nation.

That obviously cannot continue indefinitely. We are going to have to do one of two things. We are going to have to produce a great deal more, or we are going to have to consume a great deal less, with effects on our whole standard of living and the quality of life in this country.

The question of improving our total gross product is going to be the most demanding one, economically, we face over the next decade. We have increased our gross national product very substantially, of course, in the last decade, but primarily by increasing the size of the work force. The children of the "baby boom" were coming of age and entering the work force; tens of millions of women, who had previously worked only at home, entered the paid work force; and we had a flood of immigrants coming to this country, desperately anxious for work. So about 25 million more people in the last 10 or 12 years joined the work force.

We will not continue to expand at that rate. It is the "baby bust" kids who are entering the work force now. We cannot very much more increase the proportion of women in the paid work force. We are trying to cut down on, not increase, the number of immigrants.

If we are going to achieve the increases in productivity that are essential, it is going to have to be by improving the individual productivity of the work force; they have got to work at more advanced jobs, using more advanced equipment and using higher technology. And we run bluntly into the fact that there are probably 25 million or so people—I am not talking now about desperately poor people and alienated—I am talking about people in the work force, who cannot read better than, say, a fifth or sixth grade level and who simply cannot undertake these higher technological jobs.

If we went to sort of the twelfth grade level that it really takes to use the manuals of high-tech equipment, probably half the work force is not reading at that level.

Now, one of the ways of dealing with that, of course, is to improve the school system. This literacy problem is not a result of any collapse of the school system. As a matter of fact, we are handling it much better now than we did 20 or 30 or 40 years ago. It is the fact that the standards we require as so much higher. And certainly we need to improve the school system. But even if, over the next five years, we could make a miraculous improvement in the school system, it would be well into the next century before a major part of the work force, or the people now in elementary school, would benefit by this improved instruction.

If we are going to meet our problems, the people who are actually at work now, who are held back from improving their status by their literacy problems, have got to be improved.

Now, who needs to do what in this? This is a committee of the Congress concerned with the Federal program. People point out that this is primarily a State problem, and it is quite true that the States know the problem best; they do the actual teaching—that is where, so to speak, "the rubber meets the road"; that is where the school systems and the community colleges are.

Volunteers will do a tremendous amount, and we have seen some evidence of that today. But the maximum that they could accommodate might be 300,000 or 400,000 people out of the tens of millions who need to be reached. They are indispensable in dealing with difficult individual cases that take one-to-one tutoring. But we can no more deal with this big national problem at the adult level with a purely volunteer force than we could deal with the elementary and high school problem with purely volunteer teachers.

The Federal role is indispensable for two or three reasons. One, the Federal Government is directly responsible for the training of people in the armed services, for people with low reading levels in the millions who are Federal civilian employees, or Native Americans—Mr. Chairman, I have exceeded my five minutes, and I would be grateful if I could have about one more minute.

Senator Simon. Go right ahead for one more minute.

Mr. Lacy [continuing]. And for many other people, people in the Federal penitentiaries and so on—the Federal Government is necessarily the largest adult educator in the country directly.

Second, all sorts of other programs in the Government—the job training program, the new family welfare program that tries to get people off welfare and into employment—all involve a very heavy attention to literacy, because lack of literate skills is one of the barriers to learning the new jobs and training, to learning the occupations that are going to take people off welfare.

And finally, as in any great national problem, the national Government needs to simply exercise leadership—defining the goal, coordinating the hundreds of different literacy activities that take place throughout the Federal Government and State governments and in volunteer activities.

The Southport Institute for Policy Analysis produced a remarkable study, called "Jump Start", which I believe all members of the committee have. We endorse that enthusiastically, and because its specific recommendations are so strong, I will not try to speak on those specific recommendations and just devote one last word to the question of money.

Whenever we deal with any great national problem, the first thing that comes up is that we cannot afford it because of the deficit—and we have that very much in mind. Now, it happens that this is a problem that can be dealt with effectively with much less money than many other activities that the committee has to deal with.

For a fraction of one percent of what we have committed to salvaging savings and loan associations, we could meet all of our most critical immediate national problems in the literacy field. But the real problem is to define an effective program, set up an effective structure for dealing with it, get the policies in place, and then feed into it the money as it can be afforded and as the ability to use it effectively has been demonstrated.

The first need is not to throw hundreds of millions of dollars into an inadequately-coordinated program. And one final thing is that we need to recognize this is not just a question of Department of Education; the Department of Labor, and the Department of

Health and Human Resources, because of the welfare program, have actually even larger commitments to total training in this.

We would be very happy, Mr. Chairman, to be helpful in any way we can in the committee's work.

[The prepared statement of Mr. McGraw follows:]

PREPARED STATEMENT OF HAROLD W. MCGRAW, JR.

My name is Harold W. McGraw, Jr. I am Chairman Emeritus of the Board of Directors of McGraw-Hill, Inc. and President of the Business Council for Effective Literacy. I am grateful for the opportunity to present this statement on behalf of the Business Council.

The Business Council for Effective Literacy was created in 1983 with three objectives: to achieve a greater awareness on the part of the public and especially within the business community of the increasingly grave problem of adult functional illiteracy; to encourage the business community to take a more active role in dealing with that problem; and to serve as a spokesman for the business community in regard to issues of literacy. Its board of directors is made up of business leaders and educational authorities. It operates with a modest budget and a very small staff, primarily through the issuance of a quarterly newsletter with a circulation of approximately 17,000, the publication of bulletins and reports, the participation of officers and staff in conferences and working sessions throughout the country, and the provision of advice and information by letter and telephone and in meetings at the Business Council.

Your Committee meets to consider the question of effective literacy at a critical time. The country has come to realize that functional illiteracy is now a problem not only shadowing the lives of millions of Americans but gravely affecting the competence of the American work force and hence the competitiveness of our industry in an increasingly technological world economy. The 100th Congress has already shown its recognition of the problem through increased appropriations for adult and vocational education and through bills enlarging or establishing new programs to deal with basic skills in job training, immigrant amnesty, housing and the homeless, VISTA, library support, student work support, Even Start, and public assistance, among others. But important as the actions of that Congress have been, they have represented a scattered and uncoordinated attack on a major problem. This Committee now has the opportunity to review the whole adult literacy situation and to come forward with a comprehensive legislative package that will provide the basis for a coordinated national attack on a problem whose solution we can no longer afford to defer.

It will be useful first to consider the character and size of the problem and why it is so increasingly important. The problem is not primarily with the relatively small number who are totally illiterate, who cannot read and write at all, about half of whom are recent immigrants. For these men and women the inability to read can be a crippling personal problem, and it demands our most sympathetic concern and our vigorous action.

But we have had long experience in dealing with illiteracy at this level, especially in absorbing immigrants into American society. We know how to deal with it; we simply must make a larger and better-funded effort.

The really big problem we face is a new one: not a new condition, but a new problem. That is the close to 25,000,000 American adults who read at best at only an elementary school level--that is, who cannot read well enough to understand written instructions and safety precautions, to fill out forms, to prepare simple reports, to deal with many everyday problems on the job. Increasingly it is also the tens of millions more who lack the twelfth-grade reading ability ncessary to use the manuals for complex machinery, to employ mathematical skills and reasoning power, to be efficient and competent workers in increasingly high-tech industries.

This situation does not reflect some rapid decline or new failure of our schools. In fact the reading skills of Americans in their early twenties, the recent product of our schools, are higher than the skills of those educated in earlier decades. The primary problem is that we are compelled to demand much higher standards, standards the schools are not yet meeting. In decades past we had jobs for a great many millions of unskilled and semi-skilled workers and jobs whose skill demands may have been relatively high but were of the sort that could be learned by apprenticeship on the job without the need to consult manuals or keep up with rapidly changing technologies. In an increasingly global economy that kind of job is moving overseas to third world countries or disappearing entirely. Because larger and more advanced companies paying relatively high wages could skim the cream of the job market, many of those companies were hardly aware of the growing problem until recently. But as the job market has become tighter and tighter the whole business community has become critically affected.

And we are now approaching a crisis. For the last decade we have been every year consuming far more than we have produced--one to two hundred billion dollars more. To meet the gap, we have been importing products from abroad in enormous quantities, paying for them with borrowed money and by selling off our productive assets. In the process, in one short decade we have dropped precipitously from being the world's richest and largest creditor nation to being its largest debtor, dependent on others, largely the Japanese, to lend us the money every year to let us go on living beyond our means. This cannot go on indefinitely. Sooner or later, and probably sooner, we are going to have to do one of two things: either produce a great deal more, or else lower our standard of living by consuming less.

Increases in our gross national product in recent years have been achieved almost entirely by increasing the *size* of the work force. The per capita *productivity* of the work force has increased relatively little. The dramatic increase (by more than 25,000,000 persons) in the size of the work force in the last dozen years was made possible by three factors. The children of the "baby boom" were coming of age and entering the job market in very large numbers. Millions and millions of women were going to work outside the home. And a flood of immigrants came every year eagerly seeking work.

All three of those sources of new workers are now drying up. Those now coming of age every year are the children of the "baby bust," not the "baby boom." Further large increases in the proportion of women who enter the work force are unlikely. And we are trying to restrict, not increase, the flow of immigrants. Moreover most immigrants who come in the 1990's will need intensive education in English and basic literacy skills before they can be effectively trained for the sort of work force we now need. We can achieve the great increases in production we so urgently need only as the work force is enabled to work more efficiently at more highly skilled jobs in industries using a more and more advanced technology.

And that is where we run into the barrier of the simple lack of basic reading and mathematical skills required not only to do the new jobs, but even to learn how to do them. We simply have to have large increases in the basic literacy and numeracy skills of tens of millions of people now unemployed or mired in low-skilled occupations. It is an enormous job, but a doable one. It will take time, patience, and a coordinated, and continuing effort. And it will cost money, though far less than other comparably important programs. But it can be done.

It is easy to say that the problem arises in the schools and that the answer is to make dramatic further improvements in the teaching of the basics in elementary and high schools. Indeed such improvements are critically important and are a proper solution for the long-range future. But we are talking about a major problem that exists *now*. It will be well into the twenty-first century before improvements made now in the schools will affect the competence of a major portion of the work force. By then it may be too late. What we have to do now is move rapidly to upgrade the *present* work force. The competence of adults already at work or seeking work is what will determine the competence of America for the rest of this century.

How are we to deal with this major challenge? The individual states have been bearing the major burden of adult basic skills training, and that is as it should be. Some states have begun to respond magnificently, increasing their appropriations for this purpose manyfold and establishing strong, well coordinated programs. This has usually been in response to vigorous leadership by governors. Other states may not yet have risen to the need. But the states know the needs best. And they have the school systems, the community colleges, the adult education programs, and the planning authority for the JTPA programs that must be the principal channels for delivering basic skills training. It is in state programs that most of the actual teaching must go on, and it is the states that will continue to provide the majority of the funding.

Volunteer agencies like Laubach Literacy, Literacy Volunteers of America, and many others and community based organizations of all kinds have played and will continue to play an indispensable role. Their work is particularly valuable in dealing with those who are completely illiterate or nearly so and who require highly individual attention. But the resources of these dedicated individuals and groups are already strained to the utmost. Even with the maximum further extension of their efforts, we must think of no more than a very few hundred thousand individuals being reached. And we are confronting a national need measured in the tens of millions. We can no more expect volunteers, no matter how able and dedicated, to meet the public responsibilities for the education of adults than we could expect volunteers to meet the comparable responsibilities for the education of children.

The business community recognizes that it must itself bear a heavy responsibility to train its own employees for higher level and more productive work, even when that involves providing the basic reading and mathematics skills that might have been expected from the schools. And American corporations do in the aggregate spend an annual sum in the hundreds of millions of dollars for that purpose. But again private corporate efforts alone cannot hope to solve a major public problem affecting the whole nation.

What, then, in this complex of state, local, corporate, and volunteer programs are or ought to be the specific responsibilities of the Federal government? That is the essential question before this Committee today. It seems to me that those responsibilities are of three kinds.

First, there are very large groups of persons for whose adult education and basic skills training the Federal government has a direct responsibility. These include, for example, members of the armed services, marginally skilled Federal civilian employees, Native Americans, inmates of Federal correctional institutions, and refugees accepted under special programs. In the aggregate these groups total many millions of persons and make the Federal government of necessity the largest adult educator in the country.

In the second place there are the millions of persons who require basic literacy skills training in order to take part in and benefit from other Federally funded or mandated programs. Examples are the Job Training Program, programs for the homeless, and the Family Security Act requiring the readying of welfare recipients for effective entry into the work force.

In the third place, and perhaps most important of all, there is the responsibility of the Federal government to exercise leadership in meeting a great national problem. It needs to define a national policy and program for achieving effective literacy, one in which the various Federal agencies, the major state programs, and the many corporate, private, and volunteer efforts can each have its proper role. It needs to provide an independent center for information, research and the development of the most effective methods of adult basic skills instruction, a center to which literacy providers throughout the country can look for guidance. It needs to help in establishing similar centers at the regional or state level. And it needs to provide adequate funding for the carrying out of its own direct responsibilities in the field and to supplement state funding, especially for those states with the largest needs and the least resources. Most of all, it needs to give the kind of leadership that can inspire and motivate the efforts of all those concerned.

At the Business Council for Effective Literacy we have been deeply impressed with a study of the Federal role in the attack on functional illiteracy made by the Southport Institute for Policy Analysis, which produced the report entitled JUMP START: THE FEDERAL ROLE IN ADULT LITERACY. I believe all members of the Committee have been provided copies of that report. We associate ourselves with its recommendations for Federal action and hope that all of them will receive the careful consideration of the Committee. Of especially pressing importance, it seems to us, is the recommendation to create a National Literacy Center to provide the research and professional leadership that must lie at the core of an effective national program.

Also pressing is the need for a great increase in the number of professionally qualified teachers of basic literacy skills. We cannot teach millions of workers without the teachers to do it. There are few institutions available to train teachers for the special job of teaching basic skills to adults. A most important recommendation is for seed money to help the states improve and enlarge the training of such teachers. We also need legislation that will give states great flexibility in using Federal adult education grants to help support volunteer efforts and to provide professional assistance partnership projects to corporations in their basic skills training programs.

The Job Training Act and the Vocational Education Act of course need to be continued and reinforced, and they also need to be directed more specifically to basic literacy needs and to improving the basic skills of the employed as well as of the unemployed.

Other key recommendations of that report provide for some restructuring of Federal programs, clearer definitions of responsibility, a closer coordination of efforts, and where required, authorization for needed funding. We hope the Committee will give each of them its careful attention in drafting appropriate legislation.

The severe limits on available Federal funding imposed by the budget deficit are of course on all our minds, as they must be when we face any of our great national problems. Any effective program to deal with this or any other major problem is going to cost money, and no one can pretend otherwise. But fortunately the literacy problem is not one that requires a really major increase in Federal appropriations. Everything we need to do in the immediate future to deal with the literacy problem can be accomplished with far less than one per cent of what we now propose to pour into the salvage of insolvent savings and loan institutions, and this is an investment that will repay itself many times over in the increase in national productivity.

In any event, the important thing now is not to flood the problem with immediate money. It is to set up a clearly directed *program* to deal with the literacy problem and a well designed *organizational structure* to carry it out, together with *authorizations* for appropriations adequate to carry out the program as it develops. When those have been put in place and immediately needed increases provided, additional funding can be fed into the program as required by its growth, as the ability to use increased funding effectively and prudently has been demonstrated, and as the budgetary situation at the time may permit.

Finally, Mr. Chairman, I would like to say, as urgently as I can, that however prudent and cautious we may need to be in funding an adequate literacy program, it is imperative that we begin now, in this Congress, to set up the *right* program. This is the time. The public at large, including the business community, have become aware of the need and will expect and be willing to support a concerted effort to meet that need. It will be a massive task to upgrade the basic literacy and numeracy skills of millions of workers and potential workers to a competitive level in the world of high technology in which our economy must operate. Years of work lie ahead of us even if we begin immediately. Every delay will cost us sorely.

It will not be an easy undertaking for the Committee to draft the comprehensive legislation that is needed to pull together and define an adequate national program, but it will be worth all the effort. As its deliberations and the work of its staff proceed, if there is any further information or any comment on specific questions that the Business Council can provide, we shall be very glad to try to do so.

Senator SIMON. Thank you. If I could just comment on your last statement, it is interesting that the person who talks more about illiteracy here than any Cabinet member who comes before our committee, and who talks about it constantly, is the Secretary of Labor. And it is not just true of Secretary of Labor Dole; it was true of Bill Brock, and it has been true of their predecessors. They have faced this problem before.

Mr. LACY. They have been very conscious of just the issues I have been mentioning here.

Senator SIMON. Thank you very much.

David Cox, who heads the IBM Center in Chicago—I had the privilege of visiting that Center, and we are very pleased to have you here, Mr. Cox.

STATEMENT OF DAVID B. COX, IBM LITERACY PROGRAM MANAGER, CHICAGO, IL

Mr. COX. Thank you, Senator. The students are still talking about your visit. They enjoyed it very much.

I am going to spend about one moment introducing my topic, and then as you know, we have a videotape that will give everyone an opportunity to meet some of our students and tutors, and give you all a good feeling as to what we are doing in Chicago.

Many of you know the statistics about adult illiteracy nationwide. It might be helpful to focus on what is going on in Chicago. There are 750,000 adults in Chicago who are functionally illiteracy. That is, they are over 16 years old and read below the sixth grade level.

The literacy requirements in the workplace, as you know, continue to become greater as the business world becomes more complex, and as the 1990s progress, our city, State and Nation may be unable to compete against more literate countries. Many of the new jobs created by this technological society will be able to be filled by more literate foreign competition, and that work could be moved to them over worldwide computer networks, using satellites at the speed of light, or they could be brought here to the United States and hopefully to Chicago. It just depends on how competitive we can be.

Unfortunately, with the many dedicated adult literacy groups in Chicago currently involved in basic adult programs, we are reaching fewer than one percent of adults who need help in this area. The majority of educational funding is targeted toward K-12 and universities rather than toward basic adult education. We need many strong new programs to recruit, retain and teach large numbers of functionally-illiteracy adults.

I would like to run a videotape that runs about nine minutes, which will give you a chance to meet some of our students, including Gwen, whom you will get a chance to hear more from soon.

Senator SIMON. All right.

[Videotape shown.]

Senator SIMON. Thank you very much, Mr. Cox. Let me just add, I think one of the things that is mentioned in that film that really is important is that we learn about each other. All of a sudden, we are crossing these cultural gaps. IBM officials are learning about

Cabrini Green. I have been to Cabrini Green a number of times, but I have never seen any IBM officials there up until recently—I have not seen any, but I am sure they are there occasionally now. I think that is very, very important.

Now, Gwendolyn Jones——

Mr. Cox. Senator, I need to continue with a few remarks now.

Senator Simon. If you could make it very, very brief because we are way behind schedule now.

Mr. Cox. OK. The net of it is that we have shown this videotape to several thousand corporate people. We have had a number of corporations visit our center. There are a number of universities, corporations, other groups that are in the planning stages to open centers similar to ours. This was our vision in the beginning.

We think it is very important to have new coalitions of businesses and universities, community colleges, trade unions. We think certainly this requires national leadership. But even more importantly, each group needs to recognize their responsibilities, their gifts, their roles, and they need to give of their time and their talents and their financial support to make this work. This cannot just be a Federal program or a State program. We cannot just do it with school reform. It needs to be all of those things, and we certainly need an interconnected group of coordinators to make all this happen.

So if you would like to move to Gwen, that is fine. My partner in this, Regina Boyd, who is the Director of the LaSalle Street CYCLE Literacy Program, is the one who helped recruit the students, and it is very, very important along with these new coalitions that ownership and responsibility for follow-through and a successful program stay in the community. This is not just something that can be delegated to any group. Regina has been extremely effective in pulling this thing together as my partner. I would be remiss if I did not remark on that.

Senator Simon. Thank you. I spotted her in the film, too.

[The prepared statement of Mr. Cox follows:]

PREPARED STATEMENT OF DAVID B. COX

PROBLEM DEFINITION IN CHICAGO

There are 750,000 adults in Chicago that are functionally illiterate.

The literacy requirements of the workplace continue to become greater as the business world becomes more complex.

As the 1990's progress our city, state, and nation may be unable to compete against more literate countries. Many new jobs created by the world's technological society will be filled by foreign competition, and work will be moved to them over world wide computer networks.

Unfortunately, even with many dedicated adult literacy groups currently involved with the problem, fewer than 1% of the adults needing help are getting it. Educational funding at all levels is targeted towards K-12 and universities rather than adult education.

We need strong new programs to recruit, retain, and teach large numbers of functionally illiterate adults.

DESCRIPTION OF PROGRAM AND OBJECTIVES

IBM opened up an Adult Learning Center in October of 1988. The program was started because of the size and urgency of the problem, and because of a belief that a positive result could be obtained.

We worked in partnership with LaSalle Street C.Y.C.L.E., a community based organization that is located in the Cabrini Green housing project near downtown Chicago. We use classroom space in our Midwestern Area Headquarters. The students attend three days per week, three hours each session.

We use IBM volunteer employee tutors and IBM computers and software to teach reading, math, computer keyboarding, and language arts. We have already recruited over 200 IBM tutors. Most of them tutor in our program and others work at other literacy sites in the community. We use the Laubach method of reading tutoring for some students as well as the PALS approach, which is an IBM reading teaching software product. We are also attempting to increase the "critical thinking skills" and job readiness of each student. "Critical thinking" is the ability to think through and solve everyday problems using reading and thinking skills. We use computer software exercises in map reading, cake baking, and other common life situations to increase confidence and improve reading comprehension.

Along with increasing basic literacy skills, we help the students develop self-confidence and a plan for the future. Each tutor makes certain that each student has clearly defined objectives and carefully measures progress on a regular basis. The major objectives of most of our students are to be able to get a good job and to be able to influence the education of their children.

The Literacy Council of Chicago trained our volunteer tutors on the fundamentals of teaching reading, and we have regular in-service training to add other teaching skills.

IBM's long range goal is to develop a successful "model" program, and then encourage other corporations to "adopt" existing literacy programs by opening up new learning centers.

The results over the first six months are encouraging. Attendance has been very good, and most of the students that started the program are still attending.

Reading and math levels are higher for most of the students. The students enjoy the learning environment that the corporate workplace provides. Our center is located on the same floor that our customers and IBM employees receive education, and the atmosphere is very professional. They look forward to attending each day. The tutoring, together with computer aided instruction speeds up learning and makes the students feel they are getting results quickly. The tutors are enthusiastic about working with the students, and strong relationships have resulted.

We have had numerous Chicago corporations and universities visit the center and several are planning adult learning centers of their own.

In the future it is important to form new coalitions that include businesses, universities, trade unions, school districts, community colleges, government, foundations, and community based organizations. We must work together in an organized way and on a large scale basis in order to make a meaningful impact on the problem of adult illiteracy. This working together must include effective national leadership, as well as increased support from all members of these coalitions. This support must include talent and leadership, as well as financial.

We need a recognition at all levels in our nation of the role that adult illiteracy plays in the literacy development of children. The effectiveness of existing early childhood programs such as Head Start can be enhanced if there is also emphasis put on the literacy of the involved parents.

Current funding levels are inadequate for adult education. We must recognize that 75% of the workforce for the year 2000 is already out of school! A large percent of that workforce is ill-equiped for the high tech demands of the jobs of the 1990's.

Introduce Regina Boyd --

The key to the success of any adult learning center is the efficiency of community based organizations in recruiting and motivating potential students. Potential students must have confidence in the leadership of the organization.

Regina Boyd has been the literacy program coordinator for LaSalle Street C.Y.C.L.E. since before the inception of the IBM program, and has been the driving force in recruiting the students and helping retain them in the program long enough to achieve positive results. She is also a mother and active as a leader in the community.

EFFECTS OF ILLITERACY ON THE COMMUNITY

C.Y.C.L.E. stands for Community Youth Creative Learning Experience. We have been working with the residents of the Cabrini Green housing development for over 25 years.

CYCLE has numerous educational programs that are being provided to the community. We are supported by the LaSalle Street Church and by several companies and foundations. One of our adult programs is the educational partnership with IBM, and involves transporting students to the IBM corporate location three mornings a week.

My staff and I communicate the advantages of adult education to the community members that need it. Our strategy is to reach the adults in the community and help them understand that it is never too late to improve basic skills, and that if the proper effort is made, it will pay off with a job, or just improved the overall quality of life.

When adults are not able to read and do basic math calculations they are not able to qualify for even the most basic job or manage their family lives. Their income, which is usually only public aid, is not sufficient to maintain a standard of living that includes even the basics of proper clothing, housing, nutrition, and health care.

Perhaps the most negative result of this sub-marginal standard of living is the psychological effect. Most adults that lack literacy skills feel inadequate as persons. They fear and envy persons that know how to read, spell, and speak clearly. They are stigmatized and ashamed of their literacy skills and feel inadequate as parents. They lack hope for a better future, and feel that more education or even looking for a job is a waste of time. Many lack even the literacy skills to go shopping or read to their primary-age children.

Those that are fortunate enough to be employed constantly fear that their illiteracy will be discovered, causing them to lose their jobs. This causes them to hide their problem and not seek help.

We work with the students to encourage them to stay with their education over the long haul. I frequently work with the student's tutors to check up on progress or communicate the special concerns of an individual student. I also work with IBM tutors and lead small group sessions in language development and math.

We make certain that each student has a long and short term goal -- a job or educational degree. We work hard to recognize success along the way.

We are in the process of implementing a program where successful students recruit other students into the program by going door to door giving personal testimonies of success. As more corporate adult learning centers become available we hope to have many students ready to attend.

I feel that community/corporate partnerships are important because they provide needed resource such as equipment, space, and tutors. Corporate support can be available at a time of day when adult attendance will be high. This is largely because child care is available, either because of school attendance or available day care. Also, our students are very positive about going to a corporate location. It makes them feel like professionals, and takes away some of their negative feelings about past school experiences.

The key to developing a solution that will fix this problem is an understanding that this is a long-term problem. Adults do not drop out of school and become illiterate overnight, and the problem will not be remedied overnight. It will take a commitment by public schools, communities, corporations, and government -- to allocate large amounts of resources over a long period of time. It is also extremely important that adequate day care is provided, as many prospective students cannot attend class because no day care is available.

I am optimistic about the results over the long haul if this commitment is made.

One of the residents of our community that has been involved in the program for the last six months is Gwen Jones who you just saw on the videotape. Gwen has been in the program for about six months now. She has worked hard to increase her over-all skills so she can someday get a college degree and a good job.

What are some of the benefits you feel you have been gaining since you have been involved in your current learning program?

A. Self-confidence

B. Able to work with her children on educational progress.

What's the difference in your current program and others you have been involved with?

A. Individual attention by tutor

B. Work on individualized program at her own pace

C. Other

What are your plans for the future?

Other questions that Gwen would like to make comments on.

Senator **Simon**. Ms. Jones, we are very pleased to have you with us. If you want to just make your statement——

Mr. **Cox**. Yes. What we had planned to do was to have Regina ask Gwen some questions, because Gwen is able to tell it from the heart extremely well.

Senator **Simon**. Okay, that sounds fine. I'll turn it over to you, Ms. Boyd.

Ms. **Boyd**. Thank you.

First of all, I want to say that Gwen Jones has been in our program for over six months, and I have really never seen a person work so hard just to make the improvement, and she is really doing a great job.

Basically, I just want to ask her two questions and let her respond.

Gwen, I would like to know what are some of the benefits you feel you have been gaining since you have been involved in your current learning program.

STATEMENT OF GWENDOLYN JONES, STUDENT, IBM LITERACY CENTER, CYCLE, CHICAGO, IL, ACCOMPANIED BY REGINA BOYD, LITERACY COORDINATOR, COMMUNITY YOUTH CREATIVE LEARNING EXPERIENCE (CYCLE), CHICAGO, IL

Ms. **Jones**. My main benefit has been the one-on-one tutoring, which is the best part, because if it weren't for the one-on-one tutor, I would be doing what I used to do—and that is to put the book down—because looking at books and not being able to help my kids has been the worst part of it all. I have four kids of which I am very proud, and I love my kids. But it has taken away my dignity not being able to help them as well as they should have been helped. And with me now learning and understanding a lot better than I have, I can help my kids an awful lot.

If we cannot make it ourselves, then we are just selling out our young ones. That is just the wrong thing to do. If the mother cannot help and the father cannot help, then the kids are lost. So it is up to me to do the best I can for myself, so I can do something for my children.

With their tutoring and their time and patience, they have really helped me a lot, because there was so much I was not able to do.

Senator **Simon**. Who is your tutor, if I may—we ought to put that in the record here.

Ms. **Jones**. I have three tutors—Lavinia, Dave and Janet Disney. In the daytime, if I get stuck with something, or I cannot handle it, when I get home, I can always call one or the other and they will help me out. That has been just the difference between night and day for me, because I always have had the desire to learn, but there has never been the proper person or the proper place. I have been in all different schools and different tutors, but they have never been as caring and as helpful.

Senator **Simon**. Great. Ms. Boyd?

Ms. **Boyd**. I think she has answered part of the second question, but if you want to comment any further, I will be glad to hear that. I would like to know what is the difference between your current program and others you have been involved with?

Ms. Jones. The difference is caring, because I have had so many teachers and so many tutors tell me that, "You just won't make it; you won't be able to do it." Some teachers say, "I can't help you. You must have some type of learning disability." If she had taken the time or had the patience to give me the help I needed—which I was asking for—it would have made a world of difference. So it is the person. And if they don't care, or they don't have enough people behind them to say, "Okay, so-and-so is trying to learn; let's help them," or "Let's give them the best we can give them"—that is the difference. There, they give you the best they can give you to help. That is really important for us all.

Senator Simon. When did you first sense that you had a problem when you were going through school?

Ms. Jones. In about fourth or fifth grade, I used to stand in the corner all the time, for one reason or another—for not having my homework done, not doing the school work. It was difficult. I was asking for help, but yet the teachers did not know how to help, and that was the problem there.

Senator Simon. The teachers did not know how. And in your home——

Ms. Boyd. My mother had 13 kids, and it was difficult just handling the family. So trying at home was really too difficult. She did try, though. I have to give her that—she really did try, but it wasn't enough.

Senator Simon. And then from fifth grade—and as I understand it, you are a high school graduate—but they just kind of pushed you along without really helping you; is that what happened?

Ms. Boyd. Yes. And I tried college for a year and a half, which did not help, because they wanted to put me in speed reading classes instead of a helping class. They said, oh, the speed reading will do it for you. And the speed reading didn't do anything more than the rest of them had done, which was bringing me down and making me more frustrated. Or they would say "Take out the big words"—well, how can you take out the big words when you don't know the little words?

It was ridiculous, so I finally just dropped out completely.

Senator Simon. And how did Ms. Boyd recruit you? How did you find out about this?

Ms. Boyd. I wanted to take my kids to CYCLE for them to be tutored, because of my lack of knowing how. And when I took them to CYCLE, Juanita stopped me and said, "Gwen, we have a program here not only for the kids, but also for the adults."

I said, "I really don't think I want to come."

And she said, "Well, that's quite all right. They have one-on-one tutors, if you need that."

I said, "You do?" Because that was my main problem, that I needed personal help; I would not go in the classroom, because it was just too embarrassing as well as humiliating.

And she said, "Yes, and if you are that embarrassed, we can always put you separate."

So she told me whom to call and whom to speak to. I spoke to Regina over the phone, and when I spoke with her, that was it. She told me everything was okay, and I could take a test here, and they would start helping me. Since then, that has been my life line right there.

Senator **Simon**. And Ms. Boyd, did you then test Gwen—what happens when she comes into the program?

Ms. **Boyd**. Usually when the students first come into the program, I don't throw a test at them first. I like to sit down and listen to them and just talk in general and find out how they feel about it. But eventually we did give her a test called a "SORT" test, Slots in Oral Reading Test, which is not the best in the world, but it will give us some idea as to where the student can begin. So that was the next step.

Then, after taking into consideration that she wanted some privacy, we made sure that we met in the library with her instead of in the regular class until she felt comfortable enough to go on her own.

Senator **Simon**. And you feel, Ms. Jones, there is no question about progress being made.

Ms. **Jones**. There is no question in my mind. I mean, now the tutors have to tell me to slow down. It is kind of crazy, but I have told my tutors it is better than getting high, the reading—it is really uplifting for the spirit to be able to sit back, grab a book and read it. It has been absolutely everything to me.

Senator **Simon**. What about anybody who may be watching on television who cannot read or write—what is your advice to that person?

Ms. **Jones**. I would just say don't give up, because if you give up, you'll never have it. If you fail, just keep getting up and trying again. There is no failure as long as you are trying. The failure is when you no longer try. And being embarrassed about not being able to, and not getting out there and trying to learn, or asking for help—that is the first part, is asking for help and following through.

Senator **Simon**. Let me just thank you for your courage along with Dexter Manley. You heard him testify. It takes some courage for you to come here and stand up and say what you have, and we appreciate it.

Mr. Cox and Mr. Lacy, how can we get more businesses involved? In Chicago, for example, I know Montgomery Ward is a business that is also involved. Is there some way we can encourage more private sector involvement?

Mr. **Lacy**. Well, that has grown a great deal over the last few years. When the Business Council was first established, it seemed to us that most businesses had never even heard of a literacy problem. They have much more consciousness now. The quarterly newsletter of the Business Council typically has dozens of reports in it of corporations that have undertaken programs, not many as ambitious and as successful as IBM's, but then there are not many businesses as big and successful as IBM to do it.

We have found that encouraging. I think one of the things that is happening is that big corporations until a few years ago were not encountering this problem directly because they paid high wages, and they could "cream" the available labor market. They did not find that they were having to train people with marginal literate skills. As the labor market gets thinner and thinner, there are fewer inputs into the labor force, and as the economy grows, all of us—big corporations like McGraw Hill or even as big as IBM—are finding that they are running into the problem of not being able to recruit people with the basic skills they need for a lot of jobs.

The textile industry, for example, for years, decades, got along with very low-skilled, low-educated people. All those jobs have moved to Korea and Brazil and so on now. The textile industry to survive has become a high-tech industry in the last decade. They have got a low-tech labor force, trying to employ them in a high-tech industry, and the textile industry in this country has now become acutely aware of this. One of the leading textile manufacturers in South Carolina, for example, a sort of conservative who a few years ago probably would have been very negative about supporting education, has become a great crusader for improvement in schools and for adult education in that State. This is happening, and I think that will come in the normal course of events.

Businesses that want to do something about their own labor force very much need some technical assistance in doing it, which they get in a number of States from community colleges and technical institutes, and there needs to be much more available professional assistance to business who want to help.

Senator SIMON. Mr. Cox.

Mr. COX. We feel that the two key ingredients are education and leadership. We need to educate the top management of companies on exactly what is happening, not generally what is happening, but exactly what is happening. Then this is where these coalitions come in, because we need through leadership to show a corporation how to do this—and there is more to it than just opening a center and getting some students and computers. We are working very hard with several of the major universities to develop better methods of intake, learning disability diagnosis, matching students and curricula, because there are many options we have; and we need many different types of new software to be available. So we are providing a model, hopefully, that will be able to answer all of those questions, and we can go to some of our corporate partners in Chicago and say here is what the problem is, and here is what the solution is, and we'll help you fix it at no charge. We are working on internship programs and a lot of other programs to help get it started.

So I think those are the two things, and BCEL is doing an outstanding job of helping with the education. In fact, I don't do anything until I read their publication each month.

Senator SIMON. I thank all of you, and I want to thank Ms. Jones before she leaves.

The final panel consists of the following four individuals: Ambassador Veliotes, Anice Powell, Bob Bickerton and Theodore Wischropp. I want to thank all four of you.

Ambassador Veliotes is the President of the Association of American Publishers. He has been the President for how long now?

Ambassador VELIOTES. Three years, Mr. Chairman.

Senator SIMON. We are very happy to see a former employee of the Federal Government here.

Please proceed.

STATEMENT OF AMBASSADOR NICHOLAS VELIOTES, PRESIDENT, ASSOCIATION OF AMERICAN PUBLISHERS, WASHINGTON, DC

Ambassador VELIOTES. Thank you, Senator.

One of the benefits of going last is that everyone understands real brevity. The other benefit is the opportunity to learn from those who went before us. And this has been a very important learning experience for me, and I appreciate the opportunity to be here.

I will be very brief. My organization represents 250 of the leading publishers who publish everything across the spectrum. Of greatest relevance to today is that we publish educational materials and classroom materials. And I suppose as an industry, the greatest contribution we can make is to make sure that the teaching materials that we publish are of the greatest quality and most innovative, and we are working in this direction.

Obviously, we share most of the sentiments, I would say all of the sentiments, that we have heard here this morning; the problem, the need for action, the need to attack it on a variety of levels. There is no one easy answer, but we have to find an answer.

I was talking to one of your colleagues the other day who pointed out that illiteracy is a problem in this country that actually is susceptible to solving in a time certain. We can dedicate ourselves and actually get it done. And I believe that is the driving force behind your proposed legislation, and certainly we support this.

Publishers have special interest in literacy. This is obvious. The publishers' bottom line as well as the Nation's bottom line is affected by a literate America.

Now, my members are working with a variety of programs—you have heard most of them mentioned today—including Reading is Fundamental and Literacy Volunteers of America. Details are in my statement, and I am not going to repeat them.

Some of our publishers also are engaged in extremely innovative and effective programs. One of our major publishers has a program in dozens of locations, which engages 2,000 students and volunteers, and much of what our people do is in the area of volunteers. And I am speaking of publishers, but I think we can expand that to everyone in the community of the book; they do care, and they participate, and they want to be more effective.

As an organization, we have sought since I have taken this position, under urging from the publishers, to find a special niche that we could address. And after working long and hard, we have recently announced, in cooperation with the International Reading Association, the major association of teachers of reading in the country, a join venture for children at risk. There are two pilot projects that will be underway, and we hope they will be successful, and we hope that they will be replicated.

Let me emphasize that this is strictly voluntary, this is strictly private sector. And we would hope if we can replicate these in some, at least, of the 1,200 IRA chapters that we can get support from the local industry and local members of the community of the book.

With respect to your legislation, sir, I am not an expert—I am one of the few laymen in the room—but clearly, we need a clearinghouse. At a minimum, we need coordination. We have to identify at least what works and seek widespread application. And I think the Federal Government has to help fund replication of successes, even if it is only seed money, or part of a funding partnership with the private sector.

Thank you, sir.

Senator SIMON. Thank you very, very much.

[The prepared statement of Ambassador Veliotes (with an attachment), follows:]

PREPARED STATEMENT OF NICHOLAS A. VELIOTES

"Twenty-five million American adults cannot read the poison warnings on a can of pesticide, a letter from their child's teacher, or the front page of a daily paper. An additional 35 million read only at a level which is less than equal to the full survival needs of our society...This much we know, and this much we should have the confidence to state in clean and unencumbered words: Whatever the 'right number' and whatever the 'right definition' we are speaking of at least one-third of all adults in the United States...The cost to our economy...is very great. The cost to our presumptions and our credibility as a democracy is greater still. The cost in needless human pain may be the greatest price of all."

In the five years since those chilling words appeared in Jonathan Kozol's eloquent and angry book Illiterate America, the spotlight of public awareness has focused with increasing intensity on a problem whose scope and impact we are just beginning to appreciate. We have learned some hard lessons in the past few years; I hope that we have learned them well.

I am grateful for the opportunity to present the views of the Association of American Publishers. The 250 member firms who make up the Association are located in every part of the United States. Our members publish hardcover and paperback books of every description: poetry; fiction; general non-fiction; textbooks; reference books; religious books; scientific, medical, technical and scholarly books and journals; computer software; and classroom and educational materials.

Publishers share the common concerns of all Americans. As citizens of a proud and great nation, we are diminished when human potential is wasted. We know that our cherished system of democratic government requires the participation of an informed and literate electorate. But beyond these shared concerns, publishers have a special investment in the dream of a literate society. However disparate their backgrounds and philosophies, publishers have in common a love of books and a profound respect for the power of the written word. Denial of the opportunity for full and meaningful literacy to any individual in this country is antithetical to the values upon which our industry is based. Our self-interest demands that we support and participate in efforts to improve reading skills in the country. The bottom line for publishers, and for the entire nation, must be a literate America.

In the brief time allotted me this morning, I would like to discuss some of the ways in which we as an industry are joining this fight. I can speak with most authority about AAP's initiatives in this area. My knowledge of the activities of individual publishers is anecdotal, based on a very informal survey, and by no means representative of the full range of publisher involvement and commitment. Individual publishers make individual choices concerning the programs and initiatives they support. Some have chosen to focus on adult illiteracy, recognizing that the reason that "Johnny can't read" often lies in the fact that Johnny's father and mother can't read. Some publishing firms are focusing their energies and resources on programs to stimulate and motivate young people who might not ordinarily be exposed to the world of books. And some, recognizing the intergenerational and cyclical nature of illiteracy in this country, have chosen to participate in programs with an intergenerational approach.

One of the most innovative and ambitious programs has been developed by one of our largest members. They have undertaken a community partnership program to combat functional illiteracy among adolescents and adults with minimal reading skills. The program trains volunteer tutors in the use of teaching methods and materials. It engages local businesses and community organizations in a literacy partnership, and currently is in operation at 35 sites in 12 states with almost 2,000 volunteers and students.

Reading is Fundamental, which brings books into the lives of young people who might not ordinarily have them, has tremendous appeal for the members of our industry. American publishers make some 7 1/2 million volumes available to RIF each year at very substantial discounts, and make outright contributions to RIF of some 10,000 to 15,000 additional books each year. A number of CEO's and top managers of AAP member firms serve as advisors to Reading is Fundamental. Individual firms sponsor a variety of promotional activities, earmarking portions of the proceeds for contribution to RIF. Time, materials and editorial expertise are donated for such projects as the RIF Guide to Encourage Young Readers. A number of firms have indicated special publication plans to mark RIF's 25th anniversary in October 1991 and AAP member firms make substantial corporate donations to the program as well.

Many of our member firms take positive steps to encourage employee participation as voluteer literacy tutors. One of our members has formally implemented an in-house program to assist employees and retirees in locating volunteer literacy tutoring opportunities, is co-sponsoring tutor training workshops and providing the teaching materials. Another member firm sponsors an in-house weekly afternoon reading program for 7th and 8th grade students from local schools, with employees providing one-on-one tutoring help during two-hour sessions. Another firm has a program under which it brings its own children's books to area schools and arranges for the authors to read their works to kindergarten, first, second and third grade students. In some cases the illustrator attends to draw for the class as well.

The following is a list, by no means comprehensive, of some of the organizations and projects receiving AAP member support. This support includes not only contributions of money, books and teaching materials, but often of the time and talent of publishing personnel as well.

Reading is Fundamental
Literacy Volunteers of Massachusetts
Literacy Volunteers of New York City
The Center for the Study of Reading/University of Illinois
Books for Young People
Expert assistance and financial support for _Becoming a Nation of Readers: What Principals Can Do_, published by U.S. Department of Education
Literacy Volunteers of America
American Bar Association Literacy Task Force
"Partners in Excellence" Program
Books and Beyond (California)
Books for Kids (New York City)
Kent Reading Council (Washington)
Kids & Books (Massachusetts)

Los Angeles Children's Museum PUSH READING Program (Calif.)

Ms Readathon (Minnesota)

New York Public Library

Parents as Reading Partners (New York)

Richmond Children's Festival (Virginia)

Sierra Writing Camp (California)

Greater Cincinnati Literacy Task Force (Ohio)

East End Community Learning Center (Ohio)

American Reading Council

Hermitage School (Tennessee)

Solidaridad Humana (New York City)

The Bridge Program (St. Louis)

The Girls Club of St. Louis

Read Hawaii

AAP, representing all of its member firms, is directly involved in literacy programs in several ways. Our School Division Vice President, Donald Eklund, serves on a special committee of the International Reading Association. This Altruistic Projects Committee develops plans to enable publishers who exhibit at state and regional reading conferences and at the IRA Annual Convention to contribute books and educational materials to homeless children, shelters for the homeless, and families in need. The director of our General Publishing and Paperback Publishing divisions, Parker Ladd, serves on the advisory committee for an ambitious new cooperative effort involving the publishing industry and the Literacy Volunteers of New York City. The project has published two unique series of high quality, high interest books.

designed for adult new readers and made available at minimal cost. One series offers fiction and non-fiction by well-known and admired authors; the second series are books written by adult literacy students who want to share their experiences and encourage others. For the past several years our General Publishing and Paperback Publishing divisions have co-sponsored a gala "Evening of Readings" to benefit the Literacy Volunteers of New York. This event features best-selling authors reading excerpts from their own works. At the latest of these, held this past Monday at Lincoln Center, First Lady Barbara Bush was the guest of honor, and the program featuring such writers as Tom Wolfe and Larry McMurtry, raised approximately $200,000 for the Literacy Volunteers of New York.

Benita Somerfield, a leading publisher and expert in the field of adult literacy whose house is a major member of AAP, is the unpaid Executive Director of the Barbara Bush Foundation for Family Literacy. AAP is pleased to be collaborating with the Foundation in the publication of a book profiling successful family literacy programs.

In addition, the AAP Board spent considerable time seeking an appropriate literacy effort to which AAP resources might be committed. Such a project was developed in collaboration with the International Reading Association and in March of this year the AAP and the International Reading Association announced the inauguration of a joint literacy program aimed specifically at children "at risk." At a special symposium on reading and literacy held in Chicago, the two organizations announced that they are joining forces in what is believed to be a unique literacy initiative designed to reach children who are at risk, including those who are homeless and desperately poor.

The primary objective is development of model programs for "at risk" children which will also include assistance for parents or guardians, enabling them to support their children's literacy development, and, if needed, their own at the same time. The initial phase consists of two pilot projects: one, which is already underway in Kansas City, focusing on "at risk" children in an urban environment; the second, which will get underway this summer in Iowa, to develop a model program for "at risk" children in a rural setting. Both projects will be designed to be duplicated by various local councils within the network of the International Reading Association. AAP is providing funds for the pilot projects and member publishers are funishing the books and educational materials used. After completion of the Kansas City and Iowa pilot projects, targeted for September 1, 1989, selected local councils from among the more than 1,200 existing local IRA councils will be able to conduct literacy programs of their own, based on either the Kansas City or Iowa models. In seeking ways for American publishers to broaden their participation in the war on illiteracy, AAP found this program particularly appealing. If we can make a difference by bringing literacy into the lives of these children, we can help give them a future. I have a detailed description of the joint AAP-IRA literacy program here, and I ask that it be included in the record of these hearings.

At a recent AAP meeting in Boston, Radcliffe College President Dr. Matina Horner had some sobering words for the assembled publishers: "We are on the edge of a crisis. If we recognize and accept the danger, we will seize the opportunity to do something to stem the vicious cycle of a growing illiterate underclass. We in education and publishing have both a selfish and social stake in stemming this tide." We associate ourselves completely with Dr. Horner's remarks and we commend this Subcommitte for its efforts to stimulate public and Congressional debate on ways to meet this challenge.

We understand that Senator Simon plans to introduce legislation that would establish an office on literacy within the Department of Education, create a special Cabinet-level council to coordinate federal literacy efforts, and increase federal funding for such literacy programs as Even Start and the Adult Education Act. We in the publishing industry support these efforts to make the role of the federal government more effective in this fight that we cannot afford to lose.

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3/6/89

LITERACY PROGRAM FOR "AT RISK" CHILDREN

SPONSORED BY

THE INTERNATIONAL READING ASSOCIATION
AND
THE ASSOCIATION OF AMERICAN PUBLISHERS

GENESIS:

The Association of American Publishers and the International Reading Association share a dream - the building of a literate society. In preliminary discussions last year, the two organizations agreed to explore ways of working together to bring this dream a bit closer to reality. Their hope was to develop a program that could serve as a model for other literacy efforts throughout North America and in other parts of the world. The decision was taken to focus on "at risk" children - desperately poor and often homeless - for whom no specific literacy effort had yet been mounted. One of the advantages of such an effort is that it could also include assistance for parents and guardians, enabling them to help their children and support their own literacy development.

TIMETABLE:

The IRA-AAP Literacy Program for At Risk Children is divided into three parts:

Part I:

A pilot project to develop a model literacy program in the spring of 1989 for at risk children in Kansas City, Missouri. This model literacy program for at risk children in an urban environment will be designed to be replicated by various councils within the network of 1,200 local councils in the International Reading Association.

Part II:

In the summer of 1989 a pilot project will be undertaken to develop a model literacy program in Iowa to serve as a model for reaching children in a rural or non-urban setting.

Part III:

Replication of the literacy program models by local IRA councils. This will begin after completion of the two pilot projects. (Target completion date is September 1, 1989.) Local IRA councils will be provided with (1) plans and procedures for establishing and conducting literacy programs for at risk children and (2) instructional guidelines, formats, and "whole language" materials and strategies effective in developing the literacy level of at risk children.

STAFFING AND ADMINISTRATIVE REQUIREMENTS:

The model programs will involve collaborative efforts of (1) an IRA-AAP Literacy Program Director; (2) literacy teachers, including local IRA council members and other volunteers; (3) local institutions to provide a facility where literacy instruction can occur; (4) an administrative unit; (5) representatives of the two supporting organizations, IRA and AAP.

The program will be implemented and supervised by the IRA-AAP Literacy Program Director. The Director's specific responsibilities will include identifying and enrolling the at risk children; arranging a facility at which instruction will occur; recruiting literacy teachers and providing them with training in teaching strategy; ordering and distributing books, supplies and instructional materials for teachers and children; scheduling instructional times and locations; arranging necessary transportation for the children to and from literacy centers; providing snacks for the children; developing instructional materials and a "Literacy Program Booklet;" supervising instruction; evaluating and reporting on the program's effectiveness to the sponsoring organizations.

Literacy teachers providing the instruction will be volunteers who are either members of local IRA councils, college and university students, or other suitable individuals interested in and committed to aiding at risk children. Ideally, the help provided by literacy instructors will go beyond scheduled tutoring sessions and extend to helping the at risk children and their families wherever possible. It is hoped that the commitment of the literacy teachers to the children will be long-term.

Among the suitable facilities for literacy instruction will be schools, churches, libraries, community centers, college or university facilities, shelters for at risk children, and other safe locations where instruction can be provided with a minimum of distraction. The Kansas City pilot project, which will develop the urban model, will use a university instructional materials center as its facility. The Iowa project, the prototype for non-urban and rural programs, will use an elementary school as its teaching facility.

The administrative unit for the IRA-AAP Literacy Program will be the University of Missouri - Kansas City, 5100 Rockhill Road, Kansas City, Missouri 64110. The function of the administrative unit will be to control, disburse and monitor funds allocated for the IRA-AAP Literacy Program.

The International Reading Association will provide, through its officers and headquarters staff, overall supervision and direction of the program. Dr. Dale D. Johnson, Vice President of IRA, and Dr. James M. Sawyer, Director of Membership and Council Relations, will assume this responsibility. Dr. John E. George, Chair of the Directors of Membership Task Force and Vice President of the Missouri Association of the IRA, will direct and coordinate the instructional aspects of the program.

FUNDING AND MATERIALS:

The Board of Directors of the Association of American Publishers has unanimously approved funding of $30,000 for the pilot projects to develop the two model programs. Member publishers of the Association will also provide books and instructional materials to be used in the program. Books provided will be suitable for reading by and to children in grades 1 through 5. Books provided will not only be used by the literacy teachers in their "whole language" literacy instruction, but will also be given to the children to keep so that they will be able to read them in their homes or shelters.

Future funding needs of local programs will be evaluated after September 1, 1989. It is anticipated that the "whole language" and literature-based instructional models developed and piloted in Kansas City and Iowa will provide local councils with a low-cost or cost-free instructional approach.

INSTRUCTIONAL METHODS:

The focus of instruction in the model programs will be on "whole language" with an emphasis on learning to read through reading, writing and language experience. While the organizational framework in the Kansas City model will differ from the Iowa model in a number of ways, the instructional model used will be basically the same in both programs, and will be based on the George Reading and Writing Program model. The George model is language experience-based and is easy for volunteer literacy teachers to follow. It can also be easily adapted for use in conjunction with children's books, using the subject matter of the books as the basis for each step in the instructional process.

IDENTIFICATION AND ENROLLMENT OF AT RISK CHILDREN:

Each of the two pilot programs will serve 40 children. The children will receive bi-weekly instruction for a period of 10 weeks. Instructional sessions will be one-hour in length so that

(over)

the 40 children in each pilot project will receive 20 one-hour instructional sessions.

While identification and enrollment of the at risk children is the primary responsibility of the IRA-AAP Literacy Program Director, actual identification will occur in a number of ways through the establishment of a communications network among school principals, directors of facilities for the homeless, directors of child care facilities, IRA council members and others who can help identify homeless, poverty-stricken or otherwise at risk children. In Kansas City, for example, the City Union Mission has become an information center for data on the homeless.

It is important that once the children have been identified, agreement is obtained from parents or guardians that the children will attend all of the sessions scheduled during the 10-week period.

TEACHER TRAINING:

Training of the literacy teachers will be conducted in 2 two-hour sessions. The first session will focus on the special needs of at risk children; how to operate within a particular theoretical framework; use of the George Reading and Writing Program model; using children's books as the basis for reading and writing instruction; motivating children to read on their own; motivating parents and guardians to read to their children and for themselves. The second two-hour session will involve peer coaching and modeling of the teaching processes discussed in the earlier training session. Each literacy teacher will be scheduled to work with four children twice-a-week for the 10-week period.

EVALUATION:

Success of the two model programs will include an evaluation of such factors as the children's attitude toward reading, writing and other areas of learning; parental or guardian support and involvement in working with their children; the number and types of books read; the length and sophistication of language experience stories written; anecdotal information from children, parents, teachers and others, and the amount of time literacy instruction is provided.

Senator SIMON. Mr. Bickerton is the Director of the Bureau of Adult Education for the Massachusetts Department of Education. Let me add, Senator Kennedy will be reading this testimony and has taken a real interest in this area. I have just gotten a note from him to be sure to extend a special welcome on his behalf to you. So you are welcomed not only by the Senator from Illinois, but by the senior Senator from Massachusetts as well, Mr. Bickerton.

STATEMENT OF BOB BICKERTON, DIRECTOR, BUREAU OF ADULT EDUCATION, MASSACHUSETTS DEPARTMENT OF EDUCATION, QUINCY, MA

Mr. BICKERTON. Thank you, Mr. Chairman. The Senator has been a very strong supporter of adult education in our State and has taken a lead nationally, which we very much appreciate.

I am Director of the Bureau of Adult Education for the Massachusetts Department of Education, and I want to thank you for inviting me here today to speak on the issue of adult illiteracy.

Although I am here today as State Director, and I am representing the State Board of Education and Commissioner Raynold's very strong commitment to adult education, I have not yet relinquished the other hats I have worn for the past 17 years, which include being an adult education teacher for ten of them and director of community-based agencies for another seven.

Massachusetts fits the average State profile when it comes to the literacy and basic skills needs of its residents. According to the 1980 Census, one out of every four of our State's adults have attained less than a high school diploma. The four-year dropout rate at our public high schools continues to hover between 22 percent and 25 percent. Ten percent of our State's adults are functionally illiterate, and approximately 300,000 nonEnglish-speaking Puerto Ricans, immigrants and refugee adults have settled in our State since 1980, swelling the adult population in need of ABE and ESL services to almost one-third of all Massachusetts' adults.

This is bewildering to the majority of our State's residents who respond that almost everyone has their high school diploma today—we are, after all, a highly-educated State, a high-tech State.

Massachusetts commits just one-half of one percent of its combined Federal, State and local education budget for adults in need of stronger basic skills. This is despite the fact that this target population is 50 percent greater than all the children enrolled in publicly-supported K to 12 education. The result—we serve only 3 percent of our State's adults in need.

What does this mean in human terms? For example, the Quincy School Community Council, which is located in Boston's Chinatown has had Chinese immigrants come straight to its offices from Logan Airport, bags still in hand, to sign up for English language classes. They have been told about the two and a half year waiting list to enter those classes.

I believe it would be instructive if I describe an average Massachusetts adult learning center. It has less than a dozen part-time teachers. More than half the instructional staff have less than two to three years' experience in this field, and virtually none of them have received formal training specific to their current responsibilities. The very small number of full-time opportunities, low salaries, lack of benefits, and the instability of annually-renewable funding mean that very few professionals can or will make this job their career choice.

The center lacks the resources to offer the variety of different instructional opportunities that the students require. Hence, many students are not receiving services that are specific to their needs, and many of them will vote with their feet—that is, they will become part of the 40 to 50 percent dropout rate.

The director may have to write three to five proposals each winter and spring in order to obtain this less-than-adequate funding. And the criteria and standards promulgated by these many funding sources are often contradictory and almost always administratively burdensome.

The director does what can be done to make this patchwork quilt of resources work harmoniously and still be within the regulations. And he or she ignores the most onerous and incompatible of them.

The Illiteracy Elimination Act, Senator, that you have authored can provide an important opportunity to advance our efforts. Regarding the first section on literacy coordination, the Cabinet Council for Literacy Coordination at this time seems to lack clearly-defined authority, and it does not stipulate from where the chairperson will be drawn.

Massachusetts' experience regarding coordination or the lack thereof is particularly instructive in this regard. As a result of the State Education Department's prior inattention to ABE, 13 separate State agencies now support ABE-related services, using a combination of State and Federal funds. Recently, however, the Board of Education and the Commissioner have greatly strengthened ABE policy and substantially elevated its priority within the department. Unfortunately, legislative bodies are not always current with such changes, and we have just completed a full year of attempts by a small group of members to transfer the resources and responsibility for ABE to the State's designated JTPA agency.

Adult educators and advocates, appalled by the narrowing of scope that would result from such a transfer, work furiously to restore the Department of Education's role. Although Education has ultimately prevailed, an enormous amount of time and energy was wasted in this process, and important developmental work was stalled.

We ask that you put responsibility for adult basic education where it belongs, with the Secretary of Education. There is neither time nor resources to replicate the pointless struggle just completed in our State. Whether it be the Cabinet Council or welfare reform, we cannot continue to blur responsibility, letting the Secretary of Education off the hook in assuming the leadership role for adult education that we must expect of him.

Also regarding the draft of your bill, the National Center for Literacy and State resource centers are very strong initiatives and initiatives that we strongly support; as well, the purpose and funding authorizations and the work force literacy section, the set-aside for workplace literacy, the set-aside for staff training and development, and the especially strong support for family literacy that will help us break the intergenerational cycle of illiteracy.

These initiatives and the initiative for volunteers, who are an important supplement to instruction, are very powerful components of the bill, and I would be remiss at this time if I did not acknowledge the very strong contribution to this effort that Senator Kennedy has made with the Student Literacy Corps that is now working in six colleges and giving credit to students who participate.

We submit the following recommendations and reservations.

The priority for the working poor must be equal to the priority given to the unemployed. In the Adult Education Act, the 5 percent cap on local and State administrative costs is destructive to the goals of that Act and must be amended. And there are times that volunteers are not appropriate as the role of primary instructor and should not be promoted for that role to the exclusion of building a dedicated full-time staff as the foundation for our efforts.

I want to thank you for this opportunity to testify on behalf of our State's undereducated adults.

Senator SIMON. I thank you.

[The prepared statement of Mr. Bickerton follows:]

PREPARED STATEMENT OF BOB BICKERTON

The Commonwealth of Massachusetts is like many states when it comes to the literacy and basic skills rates of its residents. In fact, both its rate of adults who have attained less than a high school diploma (26%, 1980 Census) and the four year drop out rate (hovering between 22% and 25%) that sustains it are very close to the national average. We also accept the oft used national rate of 10% for our adults who are functionally illiterate; after all, the means do not exist to confirm or deny it and our anecdotal experience doesn't contradict it. Once we add the relatively high rate of immigration and refugee resettlement of limited English proficient adults that's occurred over the past ten years, we arrive at a potential target population of approximately one third of our state's adult population.

Our adult residents continue to be shocked no matter how many times they might hear the preceding profile. Their unspoken response, "but almost everyone has their high school diploma today." The odds are that the individual to the left or right of them is among those without that diploma, but this person's also nodding her/ his head in disbelief. How can they let their friends and neighbors, their co-workers know? While this also isn't markedly different from what's happening in other states, the depth of our residents' conviction that it can't be true in Massachusetts runs deeper. We are, after all, a highly educated state, a "high tech" state.

Employers tend to have a clearer understanding of how the situation in Massachusetts isn't really average at all. Our economy is increasingly dependent upon technology, regardless of whether we're referring to the rapidly expanding information based sector or the more traditional manufacturing sector. Our utilization of the fruits of the technological revolution is at a far higher rate than average and this places enormous stress on a workforce saddled with skills more appropriate to the industrial revolution. It is this mis-match that so dramatically highlights the skills deficit of our state's population. With barely over 3%

unemployment, our state has literally hundreds of quality jobs unable to be filled each week. From the worker's perspective, the forty year old who recently earned $17.00 per hour in an "at risk" industry is now confronted with a situation where his/her skills are barely adequate for jobs paying less than half that much.

Clearly, the definitions of functional literacy and adequate basic skills have changed dramatically in Massachusetts. While the impact of these changes may be particularly severe in our state today, I have no doubt that this phenomenon will rapidly reach into every state and community in our country. Until recently, what we've been doing about it has been little different from our nation's average response. Massachusetts commits just .5% of its state and local education budget for this target population which is 50% greater than all children enrolled in publicly supported K-12 education in our state. Hence, we provide adult basic education (ABE) and English as a second language (ESL) services to just 3% of our target population each year. The services they do receive often lack the intensity, depth and quality required to make effective and meaningful change for the adult served within a reasonable time frame.

Let me describe the average adult learning center in Massachusetts. I provide this profile not just through the eyes of an ABE state director, but as a teacher and administrator of community based ABE services for most of the past seventeen years. Make no mistake as I relate this profile, our state is blessed with a number of very extraordinary programs that make substantial contributions to their students and to the field of adult education every day they're open. They are, however, the exception and the compelling mandate of the public sector is to raise the level of the preponderance of this delivery system.

The average adult learning center has less than a dozen part time teachers. The only full time staff member is likely the director. More than half the instructional staff have less than 2-3 years experience in this field and virtually none of them have received formal training specific to their current responsibilities. The very small number of full time opportunities, low salaries, lack of benefits, and the instability of annually renewable funding mean that very few professionals can or will make this profession their career choice. The total number of staff hours available to the center prevent it from offering the variety of different instructional settings and levels that the students require. Hence, many students are not receiving services specific to their needs and many will "vote with their feet;" that is, they'll become part of the estimated 40% to 50% drop-out rate. Others will drop-out due to the absence of critically needed child care, transportation, and/or counseling support services. The center will have a waiting list for their services, and if they provide ESL, that wait may take as long as 2 1/2 years before enrollment in a class. The director may have to write 3-5 proposals each winter/spring in order to obtain this less than adequate funding, and the criteria and standards for the services they expect to support are often contradictory and almost always administratively burdensome. In the spirit of creative problem solving that pervades adult basic education, the director does what can be done to make this patchwork quilt of resources work harmoniously within the regulations, and ignores the most onerous and incompatible of them.

After this dismal picture I should do some "crowing" about the very special initiatives that Massachusetts has launched. For example, our state of the art workplace education initiative which demonstrates all the best in public/private partnerships under the guidance of a true interagency collaborative. However, the "Illiteracy Elimination Act" provides an important opportunity to advance our work, and it's critical that it provides us with the tools to do so as effectively as possible. Any discussion about models we have to offer upon its implementation will have to wait until the basic structure of the act is responsive to our most critical needs.

Title I: Literacy Coordination

The "Cabinet Council for Literacy Coordination" may or may not be a useful addition to the momentum for an effective and coordinated ABE system of services. It lacks clearly defined authority and does not stipulate from where the chairperson will be drawn. Massachusetts experience regarding coordination, or the lack thereof, is particularly instructive in this regard. Thirteen separate state agencies support ABE related services using a combination of state and federal funds. The resulting patchwork quilt has been particularly disruptive of attaining quality, effective, and coordinated adult education services. Many of these previously disconnected initiatives were in response to the lethargy of the state Department of Education in bringing responsive leadership on behalf of the many constituencies that require these services. Only recently, with a greatly strengthened new policy framework and a heightened priority for ABE within the department, have these separate fiefdoms begun to come together under its leadership. Adult education practitioners across the state have almost unanimously supported this role for the state education department. Unfortunately, much time and energy has been wasted over the past year as the Legislature considered consolidating these services within the state's employment and training network, i.e., the state designated JTPA agency and professionals and advocates worked furiously to beat these proposals back. The net result has been very positive; an Interagency Literacy Group committed to more accountable and coordinated services, particularly with employment and training initiatives. I believe it is essential that the Illiteracy Elimination

Act decisively address the issue of leadership for adult education. If there is to be a Cabinet Council, it must be chaired by the Secretary of Education and no ambiguity as to his lead role can be tolerated. There is neither time nor resources to replicate the past four years of Massachusetts' experience at a national level, nor can we let the Secretary off the hook in assuming the full leadership role we must expect of him.

The National Center for Literacy and support for State Resource Centers are exemplary initiatives that are long overdue. Despite our continual plea that every possible dollar be made available for instructional services, these are funds for essential developmental work that must be rapidly and adequately supported.

Title II: Workforce Literacy

The purpose and funding authorizations for this section are to be applauded. It will, however, be no more than a cruel joke to the substantial sector of our population that awaits these services if appropriations do not make a corresponding and rapid increase. The set aside for staff training and development is an excellent companion to this expansion. The priority for serving the "working poor" must be equal to the priority given to those who are unemployed.

There are, however, two aspects of the Adult Education Act that must be amended immediately. The 5% cap on local administrative costs, or more precisely, the stipulation that 95% of the funds must be for direct instructional services, is extremely destabilizing. An important strength of the Massachusetts ABE delivery system is our extensive utilization of community based organizations (about 50%). These agencies cannot function responsibly and effectively without an average of 15% for their overhead and grant accountability responsibilities. Since the 5% cap does not suffice even for local educational agency conducted programs, the state is subsidizing local administrative costs. The 5% cap on state administrative costs is equally destabilizing. In fact, practitioners who are in direct competition for limited adult education funds have lobbied the state to increase its administrative support for ABE in Massachusetts. The absence of resources for adequate management and leadership has a direct and deleterious impact on the services those "least educated and most in need of services" receive. During an era when we seek substantial programmatic improvement and leadership across the field, we cannot eliminate the resources necessary to accomplish our goals.

Title III: Families For Literacy

During this era of increasing emphasis on the economic requisites of a more skilled workforce, it is very encouraging to find this priority in the Act. Breaking the inter-generational cycle of illiteracy through the simultaneous support of both parent and child must be a priority for all responsible educators and policy leaders. The funding is a good start, but is not commensurate with the importance of this initiative.

Title IV: Books For Families

Libraries are an important component of the Massachusetts ABE network of services. The additional support through this title will be a welcome addition to our existing efforts.

Title V: Students For Literacy

The work study initiative can provide useful additional staff support for adult learning centers. The net gain, however, will not necessarily be in the actual work they perform under this title; the resources required to train and supervise their efforts will likely be equivalent to their contributions. The real gain will be in stimulating bright, energetic and talented young adults to pursue a career in ABE.

Title VI: Volunteers For Literacy

Volunteers are an important component of Massachusetts' literacy efforts. In the limited number of cases where a student will accept nothing but a one-to-one relationship, the state supports the use of volunteers as primary instructors. However, we do not support this primary instructional role when a professionally operated program is the stronger alternative. In these cases, volunteers are utilized to supplement the core instructional program. This enables even greater individualization and instructional intensity than would otherwise be available to the student. In order to be optimally effective, we insist on a minimum commitment of 9 to 12 months, participation in substantial pre-service and in-service training, and we fund volunteer coordinators in the ratio of 1:50. Our experience has shown that the contributions of volunteers are significant only when accompanied by these expectations and support mechanisms.

Thank you for this opportunity to testify on behalf of the Illiteracy Elimination Act of 1990. We believe that by incorporating these key recommendations, the Act will be an even stronger impetus for a more effective literacy program for our nation's residents. It deserves your timely and enthusiastic support. It has ours.

Senator SIMON. Let me just mention for the record that Senator Cochran stopped in, and we have a statement by him that we want to enter into the record.

Senator Pell, who is the chairman of the subcommittee that I am temporarily chairing here, also has a statement for the record. He has been very supportive. And Senator Dodd has asked to join as a cosponsor of the legislation.

[The prepared statements of Senators Cochran and Pell follows:]

PREPARED STATEMENT OF SENATOR THAD COCHRAN

Mr. Chairman, I want to welcome all of the witnesses today as we begin this subcommittee's second hearing on the challenge of eliminating illiteracy. We appreciate their willingness to share their experiences and their expertise. These witnesses represent literacy programs all across the country which are already in place and are successful in combating this problem. I am confident that our subcommittee will benefit from their suggestions today.

I especially want to welcome Anice Powell, the Director of the Sunflower County Public Library, in Indianola, Mississippi. Her accomplisments are numerous. She initiated a very successful inmate tutor training program at the Mississippi State Penitentiary at Parchman. Today, over 80 inmates have been trained as tutors and are now teaching fellow inmates to read.

Funding for this project came from Title VI monies of the Library Services and Construction Act. In 1984, Senator Simon was successful in adding this literacy title to LSCA. The Sunflower Library has been the beneficiary of these funds for four years now. The small amount of money appropriated each year for Title VI (5 million) goes a long way in helping to change the lives of inmates at Parchman and others across the country.

I commend Mrs. Powell for her outstanding work on behalf of America's libraries. I look forward to hearing her testimony, and I hope that this subcommittee will carefully consider her suggestions as well as those of all of our witnesses today.

PREPARED STATEMENT OF SENATOR CLAIBORNE PELL

I would like to commend Senator Simon for his leadership and strong interest in this very important issue of illiteracy. I regret that I cannot be here for this hearing in its entirety, but my duties as Chairman of the Foreign Relations Committee require that I preside over the markup on our State Department Reauthorization bill, so I would like to thank Senator Simon for chairing this hearing. Illiteracy is a dreadful tragedy which strikes individuals, hurts us as a people, and slows our growth as an economic world leader. Illiteracy was one of our major concerns in our recent reauthorization of elementary and secondary education act. In addition, it was an important component of the education titles of the trade bill.

There are several current programs which address the literacy challenge. The Adult Education Program is the largest program which directly targets adults in need of literacy services. The fundamental flaw of this program is that there are insufficient funds to meet the need. As I have indicated many many times, waiting lists alone for these services would enable the program to double enrollment overnight. We have worked hard over the past decade to increase amounts available for Adult Education. I am proud to say that we have successfully done so - first in 1984 by increasing the authorization by $40 million, and again in this recent reauthorization by adding an additional $60 million. But much work remains to be done, as the need continues to outdistance appropriated levels.

We have recently created several small initiatives that address specific aspects of our illiteracy problem. We created the Even Start Act which provides instruction to disadvantaged children and adults at the same time in an effort to break the family cycle of illiteracy. We have provided funds under the Workplace Literacy Act to support innovative programs which teach workers in or near the workplace those vital literacy skills that will enable them to retain their jobs or indeed upgrade their skills to improve their earnings.

Finally, as we examine this issue, we should not lose sight of the fact that the Chapter 1 program is one of our most effective weapons in preventing illiteracy. This program provides additional educational instruction to disadvantaged students who are having reading problems in the very early years when the problem can best be corrected. This, to my mind, is the optimum method of fighting illiteracy - early identification and attention - before reading problems become deeply entrenched and students as a result drop out of school.

I am anxious to hear the thoughts of our witnesses on the implementation of these new programs. I am equally attentive to their views on how we might improve these programs.

As we look at this issue, I think it very important to view the current service levels provided as ground zero . . . a ground that we must build upon. It is equally important to keep in mind the fact that whatever success we have in increasing the federal effort in this direction should not come at the expense of other programs, but should be in addition to those important programs that we currently have in place.

Senator SIMON. Ms. Anice Powell is the Director of the Sunflower County Library, from the American Library Association, in Indianola, Mississippi.

We are happy to have you here, Ms. Powell.

STATEMENT OF ANICE POWELL, DIRECTOR, SUNFLOWER COUNTY LIBRARY, ON BEHALF OF AMERICAN LIBRARY ASSOCIATION, INDIANOLA, MS

Ms. POWELL. Thank you for the opportunity to be here to talk for libraries. And I know that I will talk more slowly than most of the people who have been before me, so I want to say some of the important things first.

We appreciate very much your special efforts with LSCA Title VI. It has made a big difference to us. I have been listening to the talk about money, and I am another mercenary. I heard once that money does not matter if you have plenty of it. Well, in Sunflower County we do not have plenty of money—we don't in Mississippi. So without the LSCA money and the JTPA money, which we are also using, we couldn't operate a literacy program. We don't have staff or funds enough, or materials for basic library services.

Senator SIMON. How big is Indianola, if I may ask?

Ms. POWELL. Well, Indianola now, since it is incorporated, takes in about 11,000. The county, under the 1980 Census, was 34,800. They think now it is about 36,000. It has grown because the State penitentiary population has grown—not the rest of the county. We have a penitentiary that houses nearly 5,000 people. So it is a very small rural county. It is still primarily agricultural. But the people there who cannot read and write, who are not literate, have only so many opportunities for jobs. There are only so many people who can work in a catfish processing plant. Even the people who can do janitorial work need to be able to read well enough not to mix chlorine and ammonia products. So that is very important.

Now, I am not going to read the statistics that I have in my testimony, but I do want to point out that where there are one in five people in the United States who are functionally illiterate, there are about one in four in Mississippi, and two in five in Sunflower County. So we are operating a program using primarily volunteers, but we do have a VISTA volunteer, and these funds have made it possible for us to have a coordinator who works about 30 hours a week, plus some paid assistance.

Sunflower County is putting some money into this program because with our budget, I have not been able to replace a professional staff member for the last year and a half, so some of that is going to this program.

The money that you put in has also helped generate other funds, private funds and foundation funds. I don't think we could really afford, when we look at statistics that correlate poverty and illiteracy, not to fund this program and the others relating to literacy at even higher levels. I know that there are many libraries that have good programs who did not get in on the funding this year through LSCA. We are fortunate. We are funded this year, and we have been in the past two years that this program has been in effect. This program lists the 230 programs that are funded, this booklet, and I have one for each of the Senators, and if anyone else is interested, I am sure they can pick one up at the Department of Education.

I would like to say a little bit about one of our more interesting programs. When we first started with literacy, some of us were on television to tell about it, and I had a letter from an inmate in Parchman who asked if we really served all of Sunflower County, if we could come and train some inmates as tutors. So we worked it out with the officials there at the State penitentiary and have trained over 80 inmates as tutors, using the Laubach method, who work with other inmates in the various camps there, and we will be continuing that.

Since the yellow light has come on, let me stress again that we hope that you will continue LSCA and expand it to get other programs in and provide more money for the programs that are funded.

Thank you.

[The prepared statement of Ms. Powell (with an attachment), follows:]

PREPARED STATEMENT OF ANICE POWELL

SUNFLOWER COUNTY LIBRARY
LITERACY PROGRAM

BACKGROUND INFORMATION:

Sunflower County is in Northwest Mississippi, the area known as the Yazoo-Mississippi Delta. Once compared to the Nile Valley because of its rich soil, the Delta is better known today, and for good reason, as the Home of the Blues. The 1980 Census counted 34,800 people in Sunflower County, but more recent estimates list 36,600.

While the statistics relating to illiteracy in Mississippi are shocking, those for our area are even more dramatic. According to the 1980 Census, Mississippi's per-capita income is $5,183.00, and 23.9% of the population have an income below poverty level. In Sunflower County the per-capita income is $3,958.00, and 39.4% are below the poverty level. In Mississippi 27% of persons 25 and older have attended no more than eight years of school. In Sunflower County the figure climbs to 43%.

Many of the unemployed, welfare recipients, and military rejects are included in these statistics. At the Parchman Penitentiary in north Sunflower County, tests have revealed at least 70% of the inmates are functionally illiterate. Although we use these percentages to estimate functional illiteracy, it is probably higher.

The problem of illiteracy in the Delta parallels the economy, and we realize it will take years to overcome. The relationship of illiteracy and poverty is obvious when we compare some of the counties in Mississippi:

COUNTY	INCOME PER-CAPITA	INCOME RANK	MED. YRS. SCHOOL COMPLETED	RANK IN YRS. COMPLETED
HINDS	$6,728.00	1	12.7	1
BOLIVAR	$4,004.00	71	11.0	63
COAHOMA	$4,129.00	63	10.7	66
LEFLORE	$4,378.00	53	11.1	56
SUNFLOWER	$3,958.00	73	10.3	73
YAZOO	$4,562.00	45	11.4	46
TUNICA	$3,251.00	82	8.6	82

LITERACY PROGRAM

Sunflower County Library, through a combination of LSCA and JTPA grants, has conducted a county-wide literacy program for nearly four years. The project began in August 1985 when the library was selected by the Mississippi Department of Education and the Governor's Office to establish one of eight pilot projects. Since the state grant was less than $10,000.00, the library applied for $25,000.00 in LSCA Title VI Funds for FY1986. The proposal was funded for the maximum $25,000.00. The following year the library received $24,500.00 from Title VI, and this year the grant is $25,000.00.

Without those special funds we could not conduct the literacy program. Our budget is not large enough to provide materials or staff to meet minimum library standards for basic services. The literacy grants have enabled the library to employ a literacy coordinator and part-time assistants. We have purchased instructional materials for volunteer tutors, as well as for students. In addition to books and manuals, we have added videotapes and players.

Our latest Title VI purchase is a computer, and the students are looking forward to using it. Through a special JTPA grant we are creating a literacy center in the Indianola Library Meeting Room. It will provide space for traditional one-to-one tutoring, as well as computer-assisted and videotaped instruction.

One of the most rewarding aspects of the program has been our work with the State Penitentiary at Parchman. The prison in north Sunflower County houses nearly 5,000 inmates. In 1986 we conducted four workshops at which eighty inmates were trained as tutors. Since that time several others have learned to tutor through viewing training tapes at the Parchman Library. Some of those inmates have tutored at least twenty students.

Of course, it costs more to supply materials in a prison. If a "shakedown" occurs everything may vanish, so we start over. In view of the long-term outlook, however, it is money well spent. Studies have shown that educational programs--from basic literacy to college courses--greatly reduce the recidivism rate.

Another necessary expense is travel. Sunflower County is almost sixty miles long, and a round trip from Indianola to Parchman is just under one hundred miles. Travel is essential for both training and supervision. Since some students do not have a way to get to the library, the literacy assistants or tutors pick them up.

INVOLVEMENT AND COOPERATION WITH OTHER AGENCIES

Since the 1960's the library has been actively engaged in serving those who are economically and educationally handicapped. We have cooperated with other agencies to coordinate services to avoid duplication of effort and to use our resources as wisely as possible. We have asked that all agencies dealing directly with the public (welfare, health, unemployment, etc.) routinely refer potential students to the program. The library works closely, of course, with the Mississippi Library Commission and with the Department of Corrections. Literacy coordinator Ellen Ruffin attends monthly meetings of the county interagency council, and meets regularly with other area providers. She is currently working with the county schools and community college to obtain funds for a family literacy program. Library director Anice Powell serves on the A.B.E. Advisory Committee for Mississippi Delta Junior College, and has recently been appointed to the Governor's Advisory Council for Adult Education.

In addition to providing direct literacy services, the library can often serve as a catalyst to involve business or other organizations. The federal funds that make our program possible have generated increased literacy awareness and support in Mississippi and across the country.

In Indianola, for instance, Super Valu, parent company of Lewis Grocer Company, donated $65,000.00 for an IBM PALS computer lab at the local high school. The company learned of the system after the local personnel director attended a presentation sponsored by the library. Others attending included local officials, educators, business leaders, and representatives from the State Department of Corrections. Shortly afterwards, the Department of Corrections installed a computer lab in the pre-release center.

PROBLEMS AND COMMENTS

Working with the literacy program reinforces the fact that the long-standing problem of illiteracy in the area is multi-faceted and persistent. Our involvement has also confirmed that the library is an agency well-suited to work toward alleviating the problem.

Most illiterates have many related problems which directly affect their ability to attend classes:

Unemployment or underemployment.
Lack of child care.
Lack of transportation.
Lack of coping skills.
Lack of support from family members.
Low self-esteem.

It is sometimes difficult to offer literacy classes without providing solutions for the other problems. Additional funding could help pay for child care or cab fare. Since so many who enroll have suffered frequent setbacks, literacy programs must be able to offer hope for a better future.

Providing literacy instruction is considerably less expensive than the alternative. It is much too costly for the United States to lag so far behind other countries. We can't afford to spend money for sophisticated machines or weapons unless we have operators who can read the instruction manuals. Although Mississippi and other states are reforming their educational systems, there are thousands of adult dropouts who need assistance.

It would be very helpful if the level of funding for LSCA Title VI could be increased to upgrade current programs and to provide grants to more libraries. We urge that you continue and expand your support of literacy. Thank you for making these programs possible.

SELECTED INFORMATION RELATING TO ILLITERACY

1980 CENSUS

POPULATION	MISSISSIPPI	SUNFLOWER COUNTY	SUNFLOWER TOWN
TOTAL POPULATION	2,520.638	34,844	1,027
WHITE	1,615.190	13,052	171
BLACK	887,206	21,611	856
OTHER	18,242	181	0
FEMALE TOTAL	1,306,760	17,361	568
WHITE FEMALES	826,570	6,488	95
BLACK FEMALES	470,814	10,775	473
FEMALES-OTHERS	9,376	98	0
TOTAL MALES	1,213,878	17,406	459
WHITE MALES	788,626	6,564	76
BLACK MALES	416,392	10,836	383
OTHER MALES	8,866	83	0
TOTAL 25 YEARS & UP	1,367,792	17,965	500
WHITE 25 YEARS & UP	958,935	8,197	130
BLACK 25 YEARS & UP	400,273	9,336	370
OTHER 25 YEARS & UP	9,044	432	0
TOTAL 25 YRS & UP, &	368,775	7,594	304
8 YRS SCHOOL OR LESS	27.0%	43.0%	61.0%
WHITE 25 YRS & UP, &	176,725	1,755	36
8 YRS SCHOOL OR LESS	18.0%	21.0%	28.0%
BLACK 25 YRS & UP, &	189,602	5,726	268
8 YRS SCHOOL OR LESS	47.0%	61.0%	72.0%
OTHER 25 YRS & UP, &	2,448	113	0
8 YRS SCHOOL OR LESS	27.0%	26.0%	0
PER CAPITA INCOME	$5,183.00	$3,958.00	$2,413.00
INDIVIDUALS BELOW	587,450	12,688	559
POVERTY LEVEL	23.9%	39.4%	54.0%

SUNFLOWER COUNTY LIBRARY LITERACY PROJECT

Accomplishments

- Trained 80 inmates at the Mississippi State Penitentiary at Parchman as tutors during the first two years of the program. These tutors teach fellow inmates to read.

- Conducted a series of four workshops at the Penitentiary Library to train literate inmate volunteers to teach fellow inmates how to read. A fifth workshop to train inmate tutors is scheduled for the summer of 1988.

- By January 1988, approximately 100 inmate students had received training from inmate tutors using the methods they learned from Sunflower County Library Literacy Program.

- Nine female inmates were trained as reading tutors before being transferred to the new Rankin County Correctional facility near Whitfield.

- Provided more than 300 high interest/low vocabulary fiction and non-fiction supplementary learning materials in the prison library collection to stimulate and encourage non-reading inmates to use and improve their reading skills.

- Works in concert with the Sunflower County Literacy Association to promote literacy efforts and raise funds to provide high interest/low level reading and instructional materials for participants.

History

Encouraged by a request from an inmate at the Mississippi State Penitentiary at Parchman who wanted to train inmates as tutors for non-reading inmates, Sunflower County Librarian Anice Powell established the prison library's literacy project in January 1986. Working in conjunction with the Department of Corrections, Powell initiated the inmate tutor training program. The Mississippi Library Commission institutional librarian at Parchman later assisted with the prison literacy program.

Funding

The Sunflower County Library Literacy Program has been primarily funded through a series of state, federal and foundation grants administered by the library director.

Beginning in 1984, the Sunflower County Library received a $2,500 grant for four years (total $10,000) from the Library Services and Construction Act (federal LSCA funds) for the Mississippi Penitentiary Library at Parchman. In 1988, the grant was increased to $2,600.

$7,750 grant from the Governor's Office of Policy and Planning and the Mississippi Department of Education for the Sunflower County Library Literacy Program in 1985-86.

The library received $17,970 in 1986 and 1987 in grant funds for a coordinator of the literacy program. Grants were awarded from the Mississippi Department of Corrections, Mississippi Department of Education, Gannett Foundation, and the Council on Aging.

An additional $97,272 was awarded from 1986 to 1989 through LSCA for literacy and from the state Department of Education.

ACTION has provided a VISTA volunteer to assist the literacy program since 1985.

STATISTICS ON LITERACY RATES IN MISSISSIPPI

- 27 million adults in the United State have been identified as functionally illiterate.

- Almost 400,000 adults in Mississippi have completed less than nine years of school and are considered functionally or marginally illiterate.

- An illiterate adult, if lucky enough to be employed, earns 42 percent less than a high school graduate.

- More than 60 percent of all persons in correctional institutions in Mississippi are marginally or functionally illiterate.

- 715,000 Mississippians 16 years of age and older are not enrolled in school and do not have the equivalent or a high school diploma. This represents approximately 45 percent of the state's adult population.

- Mississippi ranks last among Southeastern states in funding for adult education and literacy programs.

- Approximately 50 percent of the mothers receiving welfare benefits in Mississippi have not completed high school.

- In 1987, Mississippi ranked 47th among the states with a high school educated trainable force, according to the Seventh Annual Study of General Manufacturing Climates of the 48 Contiguous States of America.

ILLITERACY: A DEFINITION

Illiterate: unable to read or write; having little or no education

Functionally Illiterate: unable to read and understand simple tests, signs, labels and directions well enough to function in every day life

LAUBACH METHOD OF TEACHING LITERACY

Begun in 1930 by Dr. Frank Laubach as part of his missionary work in the South Seas, the Laubach method of teaching literacy offers a structured approach emphasizing phonics. Laubach utilizes the "each one teach one" method.

Workshop-trained volunteer tutors share their reading skills with non-readers on a one-to-one basis. Tutors receive 12 hours of training. Using role playing, the volunteer tutors learn exactly how to teach the material to the students.

Sound/symbol relationships are taught by the tutors through controlled key works and pictorial memory cues. There are four skill books that provide practice and review to take the student from a zero reading level to about a fifth grade reading ability. The series teaches 260 reading skills in a logical, sequential order, always building on what the learner knows. The Laubach program is used internationally for teaching adult non-readers.

EFFORTS TO COMBAT ILLITERACY IN MISSISSIPPI

The Mississippi Literacy Coalition, organized by Mrs. Julie Mabus is a network of members concerned with education and economic business/industry development pooling resources to fight illiteracy.

- The Gannett Foundation has awarded a $100,000 grant to the Mississippi Department of Education to work with the Literacy Coalition Council to help combat adult illiteracy.
- First Regional Library System in Hernando used federal library service funds to initiate literacy programs in each of its five member counties. This project has served as a model for other library system literacy programs since 1980.
- Jackson State University's Continuing Education Learning Center in Jackson uses the IBM PALS (Principles of the Alphabet Literacy System) computerized system to train adult learners how to read.
- Jackson Program for Adult Readers (J-PAR) is a large program that is offered through the Jackson public school system.
- Tombigbee Regional Library in West Point has added the IBM PALS system to help adult nonreaders in northeastern Mississippi.
- Itawamba Junior College in Tupelo continues to operate the first Mississippi IBM PALS lab. This installation was joint effort of IBM, Tennessee Valley Authority, Community Development Foundation, Mississippi Department of Education and the junior college.
- The Carnegie Public Library in Clarksdale has developed a local literacy program in the Mississippi Delta region, funded by several federal grants.
- Meridian Community College has an active literacy program that serves all of Lauderdale County.
- The Hancock County Library System's literacy program in Bay St. Louis uses Laubach-certified tutors to work with adult learners. It also provides instruction in English as a second language.

The above are representative programs from throughout the state.

LITERACY STATISTICS AT MISSISSIPPI PRISONS

- In June 1988, there were more than 6,800 prisoners incarcerated in Mississippi correctional facilities.
- Of those processed and tested, 83 percent tested at or below the eighth grade level in reading skills.
- 61 percent of the state's prisoners who were tested had writing skills at or below the eighth grade level and 22 percent tested below the third grade level.
- At least 60 percent of the total prison population is estimated to be functionally illiterate.
- Officials at the penitentiary at Parchman estimate that at least 70 percent of that facility's population is functionally or marginally illiterate.
- 20 percent of the inmates processed reported having completed eight or less years of formal education and 3 percent reported having had no formal educational instruction.
- Less than 28 percent of all prisoners tested for intelligence scored at or above the dull normal range.

MISSISSIPPI STATE PENITENTIARY, PARCHMAN

- Houses nearly 4,700 inmates in 24 housing units
- Located seven miles north of Drew, Mississippi, and approximately 16,000 acres of land in Sunflower County and more than 5,000 acres in Quitman County
- More than half the prison population is classified as medium security (52 percent). 29 percent of the prisoners are considered trusty status, and 14 percent are contained in maximum security. In June 1988, 52 inmates were listed on death row.
- The prison at Parchman was first established at that location in 1900.

PARCHMAN LIBRARY

The Mississippi Library Commission initiated library service to the inmates at the State Penitentiary at Parchman in 1964.

By 1986, a full time librarian was employed by the Commission to serve the prison population and the library facility was moved to a new location, which also houses the educational program, vocational-technical, adult basic education and college programs.

The specialized collection includes more than 6,000 volumes plus periodicals and newspapers. The librarian visits each of the prison camps at least once a week to deliver materials to inmates, and circulation averages 1,400 per month.

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MISSISSIPPI LIBRARY COMMISSION

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723 North President Street, Jackson, MS 39202
(601) 354-6454

Mississippi Department of Education
Dr. Richard Boyd, Superintendent
Julia Sullivan, Adult Literacy Coordinator/JTPA
Post Office Box 771, Jackson, MS 39205
(601) 359-3467

LITERACY HOTLINES

1-800-227-3424	Mississippi Literacy Hotline referral service in conjunction with the Project Literacy program conducted by Middle South Utilities
1-800-228-8813	National Literacy Hotline for referral information on programs and information nationwide.

Senator SIMON. We thank you very, very much. Incidentally, Ms. Powell, Senator Cochran also wanted to be here to introduce you and asked that a welcome be extended to you.

And Senator Kassebaum, who is working, has a drought press conference right now and is unable to be here, but asked me to particularly extend a welcome to you, Mr. Wischropp.

Mr. Wischropp is the President of Seward College and is speaking for the American Association for Adult and Continuing Education.

Incidentally, there is a Seward, Nebraska, and you have a Seward College in Kansas. Where was Seward from, originally—he was the Secretary of State under Abraham Lincoln.

Mr. WISCHROPP. Yes. I am not sure, but he is not from Kansas.

Senator SIMON. Oh, he is not from Kansas; all right.

Mr. WISCHROPP. And we are located in Liberal, Kansas.

Senator SIMON. Yes.

STATEMENT OF THEODORE WISCHROPP, PRESIDENT, SEWARD COMMUNITY COLLEGE, ON BEHALF OF AMERICAN ASSOCIATION FOR ADULT AND CONTINUING EDUCATION, LIBERAL, KS

Mr. WISCHROPP. I appreciate the opportunity to appear before the panel, and this is an especially momentous occasion for me to be in Washington, DC on the same day that Senator Kassebaum is announcing her plans to run for re-election. I can assure you there will be some dancing in the streets, or on the prairies in Kansas today.

AAACE is the largest professional association representing the needs and interests of more than 4,000 professionals in the field of adult and continuing education. I am honored to be invited to speak to you about the issues facing those of us working in the field of adult literacy and to project some needs which must be met if we are ever to make a serious commitment to resolving the issue.

At Seward County Community College, we are involved along with 18 other community colleges and 19 school systems to provide primary instruction for almost 10,000 individuals in Kansas who seek services ranging from basic skills instruction through GED completion. Much of this instruction is provided through the Adult Basic Education Act. Kansas receives approximately $1 million from the Federal Government; the State provides approximately 15 percent match, and local providers are required to provide an additional 10 percent match. That local match is probably closer to 20 percent at my college.

In addition to this program, my college is receiving funding to furnish services for approximately 1,200 Southeast Asian refugees in the Liberal community. This year, we have also begun for the amnesty program, the eligible legalized aliens, through SLIAG funding, we wrote the grant for 300 anticipated clients; we have received supplementary funding for 430; we estimate that there will be a need for over 500 participants this fall. We just simply cannot keep up. Our classes are full.

We also work with our State literacy coordinator to train and support volunteers. We also have two certified Laubach trainers in the community—one on my staff. We presently have 30 trained volunteers working in our programs.

The State Literacy Program was funded in 1984 and 1985 through a 310 grant from the Adult Basic Education Act, and since 1986 the program has received funding through Title VI of the Library Services and Construction Act as well as ACTION, utilizing VISTA volunteers.

In 1984, to give you an example, the statewide program began with 90 volunteers and nine programs serving over 100 students. Last year, there were 1,000 volunteers and 55 programs serving 3,500 adult students.

In Kansas, we have found, as is apparent in the rest of the country, that there is a lack of substantial support and commitment to dealing with the literacy program. My colleagues and I have been in dialogue with the Assistant Commissioner of Education to address the concern. We hope to have an audience with the Commissioner this summer to encourage the Kansas State Department of Education to place more emphasis on the literacy program.

We have an established network in Kansas, but the demand for services exceeds both staffing and funding.

According to the U.S. Department of Education, of the approximately 4 million people served in adult literacy programs last year, more than 3 million were served through programs such as I have described, run by schools and community colleges, with funds from the Adult Education Act. Voluntary programs provided 5 percent of the effort, while business and industry, libraries, prisons and other community-based programs provide the remainder. All these efforts are necessary to deal with this issue, but it is clear that without the major support of the Adult Education Act, there would be little or no effort.

For this reason, the AAACE as its first recommendation would be full funding of the Adult Education Act to a level of $400 million. This level will enable these programs to significantly expand their delivery systems, provide substantive support for voluntary and community-based programs, and alleviate waiting lists in major urban areas and I would add major rural areas, such as mine.

The additional resources will allow the program to begin the development of full-time teaching staffs, conduct significant staff development activities, and begin qualitative assessment processes. All of these are required to truly support a basic skills program for adults.

Eighty-five percent of the teachers in ABE, by the way, are part-time. All of them are part-time on my staff.

AAACE recommends that the administration of the Adult Education Act remain within the authority of the State departments of education, but that coordination with programs in vocational education, JTPA, Health and Human Resources and Corrections be mandated. To make this process work, it is imperative that all programs work in equal partnership, and all be required to cooperate with each other to determine the best delivery system for each service.

Because of low funding level and priority accorded adult basic skills programs, research and staff development activities have been almost nonexistent. And to remedy this program, AAACE would recommend the establishment of a National Institute for Literacy, which would be a quasi-governmental entity and would serve as the basis for information, staff development, and assessment of needs and program success in the field.

Further, we would recommend that this Administration establish a Cabinet-level council, focused on literacy, so that continued attention and commitment at the national level may be mandated.

And finally, AAACE recommends that there be established in the U.S. Department of Education an Assistant Secretary for Adult Literacy to demonstrate the importance this program has within the educational structure of the department. Too often, as at the State level, it has been the stepchild in the departmental structure, and at the national level, this would help assure more support at the State and local levels then.

AAACE commends this committee for your efforts to grapple with this serious issue and pledges its support to assist you in carrying out your mandate.

Thank you, Mr. Chairman.

Senator SIMON. Thank you very much.

[The prepared statement of Mr. Wischropp follows:]

PREPARED STATEMENT OF DR. THEODORE WISCHROPP

Good morning. My name is Ted Wischropp and I am here this morning representing the American Association for Adult and Continuing Education (AAACE). AAACE is the largest professional association representing the needs and interests of more than 4,000 professionals in the field of adult and continuing education. I am honored to be invited to speak to you about the issues facing those of us working in the field of adult literacy and to project some needs which must be met if we are ever to make a serious commitment to resolving the issue.

Our community college, along with 18 other community colleges and school systems in the state, provide the primary instruction for more than 10,000 individuals in Kansas who seek basic skills instruction. This instruction is provided through the Adult Basic Education Act, funded primarily by the Federal government . Kansas receives approximately $1,000,000 from the Federal government, the state provides approximately a 15% match and local providers, such as our community college, are required to provide an additional 10 % match. More than 10,000 people per year are served through this program which provides for basic skills instruction through the completion of a General Equivalency Diploma or GED. In addition, there is a State Literacy Coordinator, funded by the Department of Education, the State Library Office and ACTION. She works to coordinate all literacy services in the State and helps support many of the voluntary programs in the State.

In Kansas, we have found, as is apparent in the rest of the country, that there is a lack of substantial support and commitment to dealing with the literacy problem. There seems to be a great deal more rhetoric than substantive action to deal with this concern. Adult Basic Skills Education is the orphan of the educational structure and the programs and individuals engaged in these programs do so without the basic support system required to substantively tackle this problem. For example, while the Adult Education Act is the primary deliverer of basic skills services to adults, the funding level has never been at or near a level commensurate with the effort needed to deal with the problem. Although authorization levels in the most recent amendments provide for up to $200,000,000 million and such sums as may be necessary for the next several years, the highest appropriation level ever reached by the program was last year's level of $160,000,000. According to the U. S. Department of Education, of the approximately 4,000,000 people served in adult literacy programs last year, more than 3,000,000 million were served through programs run in schools and community colleges with funds from the Adult Education Act. Voluntary programs provided 5 % of the effort while business and industry, libraries, prisons and other community based programs provided the remainder. All of these efforts are necessary to deal with this issue but, it is clear that, without the major support of the Adult Education Act, there would be little or no effort. For this reason, the American Association for Adult and Continuing Education submits, as its first recommendation:

FULL FUNDING OF THE ADULT EDUCATION ACT TO A LEVEL OF $400,000,000.

This level will enable these programs to significantly expand their delivery system, provide SUBSTANTIVE support for voluntary and community based programs and alleviate waiting lists in major urban areas. The additional resources will also allow the program to begin the development of full time teaching staffs. (85% of teachers in ABE are part time.) conduct significant staff development activities and begin qualitative assessment processes. All of these are required to truly support a basic skills program for adults.

In addition, AAACE recommends that:

THE ADMINISTRATION OF THE ADULT EDUCATION ACT REMAIN WITHIN THE AUTHORITY OF THE STATE DEPARTMENTS OF EDUCATION but that coordination with programs in vocational education, Jobs Training and Partnership programs, Health and Human Resources and Corrections be mandated.

To make this process work, it is imperative that all programs work in equal partnership and all be required to cooperate with each other and determine the best delivery system for each service. The recent recommendation in the House reauthorizing bill for vocational education recommends a joint Human Investment Advisory Council consisting of Adult Education, Vocational Education, Rehabilitations Programs and Jobs Programs. Each of these programs can make substantial contributions to the enhancement of human resources in a state. It must, however, be made clear that not all participants in literacy programs are there for job-related skills. The Adult Education Act act provides the necessary flexibility to enable people to reach individual goals relating to literacy and should remain as such, and not just become an adjunct to a job-related program

Because of the low funding level and priority accorded adult basic skills program, research and staff development activities have been almost non-existent. To remedy this problem, AAACE recommends:

THE ESTABLISHMENT OF A NATIONAL INSTITUTE FOR LITERACY which would be a quasi-governmental entity and would serve as the basis for information, staff development and assessment of needs and program success in the field.

AAACE further recommends that this administration establish a:

CABINET LEVEL COUNCIL FOCUSSED ON ADULT LITERACY

so that continued attention and commitment at the national level may be mandated.

Finally, AAACE recommends that there be established in the U. S. Department of Education, an

ASSISTANT SECRETARY FOR ADULT LITERACY

to demonstrate the importance this program has within the educational structure of the department. Too often, as at the state level, it has been the stepchild in the departmental structure and leadership at the national level would help assure more support at the state and local levels..

There is a great deal of attention being paid in Congress and throughout the country to the problem of adult illiteracy. Both the economic realities in developing a more competent workforce to deal with our increasing economic competition as well as the recent additional burden placed on adult education programs by the Immigration Refugee and Control Act have only served to exacerbate the problems and to remind us that the need for increased attention in the way of resources and commitment are vital to dealing with this problem. AAACE commends this committee for your efforts to grapple with this serious issue and pledges its support to assist you in carrying out your mandate.

Senator Simon. Ms. Powell, you talked about the penitentiary in Sunflower County. One of the grim statistics is that the majority of our prisoners are functionally illiterate—they go in that way, they come out that way.

You mentioned training 80 tutors there.

Ms. Powell. Eighty-plus.

Senator Simon. How long does it take you to train a tutor?

Ms. Powell. Well, we have had two-day workshops, six hours each day, Laubach training. The deputy superintendent helped select the inmates to participate as tutors—even though 75 percent of the inmates are functionally illiterate, we do have some college graduates and college students there, and we know that any kind of training, whether it is adult basic literacy or college courses helps to reduce the recidivism rate, and we know that all of those people, or most of them, are coming back into the community, and they need to come out better-trained, not just warehoused.

We have—and I am very thankful for it—a new commissioner of corrections who is very interested in literacy; the new superintendent is, and some of the other high officials. So we think that our efforts and this attention is going to result in a full-time literacy coordinator for the prison—but they will need all the help they can get. The basic education programs there primarily do what they do all over the State—they work with those who are at about the fifth grade level up, preparing them for GED. There are very few formal programs anywhere for those from zero to fourth grade.

Senator Simon. It sounds like something that clearly we ought to be encouraging elsewhere, and I commend you.

This gets into something all three of you—and Ambassador Veliotes, I am just learning in this process, as you mentioned you are just learning here today—and the Nation is just learning. The first hearing ever held on this—I just asked Judy Wagner of my staff when I held the first hearing—it was 1982, when I was in the House, that we held the first hearing in the history of this country on the question of illiteracy. Ted Bell, who was then Secretary of Education, said he really had not paid any attention to the problem of illiteracy until he was asked to come and testify before the subcommittee, and then started looking at this problem.

But one of the questions that we have not really looked at very carefully yet is the whole question of how do we prepare teachers in this field.

You mentioned, Mr. Bickerton, that there are very few professionals in the field. You mentioned, Mr. Wischropp, that you primarily rely on part-time teachers. Maybe that is good, maybe it isn't. If I may ask all three of you this question—where should we be going in the case of preparing people to teach those who cannot read and write, or are very, very limited, like the two witnesses you heard today?

Mr. Bickerton. Ms. Powell mentioned a dynamic in adult education which I think is really fueling the need to do this even more now; and that is that a lot of the system was developed to do GED preparation, higher-level preparation, and we are now looking and seeing many people are coming into our centers at very basic levels of skill—not that they were not there before, but these centers are developing more trust and more credibility in their communities, and people do come forward when that happens.

In our State, there has not been much invested in staff development and teacher training. There is not a market for it, and higher education tends to respond, at least in our experience, to a market for training. We are investment next year in the establishment of a very extensive teacher training system because we feel we have no choice, and it is competitive with service dollars, but we feel we need a better-trained and more strongly-skilled staff across the State in order to do the job and be able to work with a more basic population than they are familiar with working with.

So that the Act that you have drafted speaks to setting aside dollars for that. We are looking for any set-aside and any support for that initiative that we can find.

Senator SIMON. Ms. Powell, do you care to add anything here?

Ms. POWELL. Well, I have just been appointed to the State Advisory Board for Adult Education, and that is one of the things, of course, that we have noticed. And so often, I think, in most places the adult education classes at night just get those teachers who are willing to moonlight, and I don't know how well-prepared they are. They cannot take the authoritarian way of teaching that they might with others, and that is one of the problems that we sometimes have with the tutor—they have to know that these people have to have a lot of support and help. We heard the two students today, and that is the way it is everywhere. They need a supportive teacher who is patient and willing to work with them.

So we need more direct effort. Those adult education teachers need to be trained—I know the Laubach method is used in some colleges for training; in some places, college students are getting credit, college credit, to go out and tutor, and I think that is a great resource. But I think about all of these schools that are vacant from 4:00 on, and while the volunteers are great, and libraries are always ready to help and are flexible, I think the problem is too big not to make a better effort through the schools.

Senator SIMON. I like your insights, incidentally, Ms. Powell. The American Library Association did a good job picking you out as a witness here.

Ms. POWELL. Thank you.

Mr. WISCHROPP. I would agree with the other two speakers. There needs to be more emphasis put on staff development and teacher training. To many times, we are just trying to fill the gaps, as Ms. Powell says, coming in in the evenings, people moonlighting. I am glad to see that in Title II of your proposal, there would be some funds in there to address the issue of adult education training programs.

I think, Senator, that the materials are out there. I believe they are available, and there are some good in-service programs that we run in the State of Kansas. But we are trying to do all the other things to meet the needs, and we probably don't have the time or the energy or the money to spend on teacher training that should be there. It is kind of catch-as-catch-can as we go along. We think we are putting some good folks into the classroom, but I think we would be even better if we could emphasize more and have some more funding.

Senator **Simon**. Ambassador Veliotes, does the American Book Publishers Association have a committee on literacy, or anything like that?

Ambassador **Veliotes**. We have an Ad Hoc Committee on Literacy of our Board, which was actually formed to help us find this project that I mentioned to you that we decided to go into, which was children at risk, not the adult literacy problem—although if you read the details, which I will submit for the record, it does get into this.

But beyond that, we have a special division of our elementary and high school publishers, and they are always involved in their basal reading programs, in their research and development programs, trying to come to grips with the problem of how do we teach people to read better.

In addition, we have a new emphasis, relatively new, on adult literacy and workplace literacy. We have several new publishing ventures that are aimed at these targets and markets.

Senator **Simon**. Good. My reason for asking—and I don't know what the experience of the three others is—but sometimes, I visit places where they are teaching, and they are teaching 50-year-old people with preparation materials that are designed for six- and seven-year-olds, and obviously, there just is not the kind of a mesh that there should be.

Ambassador **Veliotes**. This is a major problem, and I should say that one of our publishers, Bonita Sumerfield, who was in the Office of Education, working on adult literacy, moonlights as the unpaid executive director of the Barbara Bush Foundation on Family Literacy, and she herself is one of the innovative forces in the workplace and adult literacy area.

[Additional material supplied for the record follows:]

PREPARED STATEMENT OF JACQUELINE COOK

Mr. Chairman and members of the Senate Subcommittee on Education, Arts and the Humanities; I am Jacqueline Cook and I want to thank you for providing me with the opportunity to present this testimony on Adult Literacy. Having worked for years in the field of adult education as a teacher and as an administrator, I am pleased to see your attention directed to the millions of adults with limited reading and writing skills. I am hopeful that new legislation will more effectively meet their needs.

As Chair of the Literacy Network -- a national organization supporting collaborative efforts in literacy -- I am submitting this testimony on behalf of a group of individuals representing the public school sector, volunteer agencies, community-based organizations, library services and local literacy coordinating efforts. All of us have been advocates for expanded and improved literacy services, as well as increased coordination and collaboration among the range of organizations and individuals involved in literacy today.

Since 1987, the Literacy Network has been working with literacy leaders, literacy providers, as well as business, policy and community leaders in more than 50 urban areas and in more than 30 states to develop and support cooperative strategies that will make a long-term difference on the literacy levels of all people.

There are several points I would like to address. I believe these are some of the underlying principles which must be kept in mind as we work together to develop legislation and design services.

First, I would like to stress the fundamental importance of literacy. You have heard speakers address the need for basic skills in the workforce. It's clear that literacy is required for the work of today ... as well as for the work of tomorrow, which will require training and retraining of American workers. You've also heard from Gloria Wattles, the student who testified two weeks ago in the hearings, that literacy is intrinsic to one's sense of self, to feelings of pride and of dignity. It builds confidence and provides the ability to participate more fully in community life. And furthermore, it gives parents the tools for greater involvement with their children and with their children's education. Parents who can read can discuss homework and help their children with reading and writing. Studies have clearly demonstrated that parental literacy sets a model which shows education is valuable and worthwhile of time and energy.

Second, there are still huge pockets of people who need help but are not being reached by existing services. More services are needed. It is not unusual, particularly in our densely populated urban areas to find waiting lists with names of more than 1,000 people -- individuals who have had to wait from 6 to 9 months just to get into a basic literacy program. For others literacy programs that exist today are inaccessible because they might not have a car or means to get there. They might not have someone to watch their children. Others are alienated from education in general, and literacy programs in particular. And most painfully, still others are too ashamed or embarrassed to come forth and acknowledge that they can't read or write. Yet while many are not being reached for these reasons, I must re-emphasize that there are hundreds of thousands who we are not reaching simply because there are not services available to them. The needs far outweigh the resources.

Third, it's clear that we must offer a range of programs through a variety of providers. Why? Because the needs of learners vary enormously. We must have services that are available in the day and in the evening ... some on a short-term basis for a couple of hours a week ... and others that are very intensive so students can actually study full time at 20 -25 hours a week. We need small groups as well as full class services.

Location is critical. Some people are much more comfortable going to a program that is right in their community — it's a local, familiar setting. Others view their literacy training as part of the educational process. These people are comfortable going into the schools in the evening -- the very same schools, in fact, that their children may be going to in the day. Others may find this uncomfortable and would be more effectively served in a work location or local library.

Providing access to these students in a variety of locations is critical. Many require peer support and need to be in an environment with their friends. Still others are embarrassed to have their peers see them and need a situation which is more private.

The context of learning is also critical. For parents who are struggling to meet the needs of their children ... or for workers who are finding increasing demands in the workplace ... or for those who are jointly working on a community issue ... their literacy learning needs to take place within that context. I am not suggesting we provide fragmented, disconnected services. Neither am I suggesting that all of these populations be looked at in isolation. I am suggesting, however, that we need to design a comprehensive coordinating system of services that will integrate all of these diverse people.

A fourth point I want to emphasize is that support services are critical. In any system we develop or expand, we must consider the transportation needs, the security needs, the childcare and counseling and other support needs of the participants.

I cannot end my list without re-emphasizing that the most critical need at this time is for increased resources. There is a disparate need for expansion of services for those who are still waiting and for those whom we have not yet reached. Resources to serve both of these groups are needed. The quality of services needs to be maintained and, in fact, improved. Diversity of programs is essential. Training, research and dissemination of information is critical to developing a solid, effective delivery system of literacy services. While I believe we need to pay greater attention to coordinating our efforts, we must also recognize and maintain a diverse range of services to meet the complex needs of adult learners. Yet it's clear that we will have a fragmented and disjointed system if we don't provide for the coordination of services and promote collaboration among providers.

In its summary outline, the Illiteracy Elimination Act of 1990 addresses many of my personal concerns as well as the positions of the Literacy Network.

A Cabinet Council for Literacy Coordination and a National Center for Literacy are needed to coordinate and monitor federal programs, and to coordinate and provide for literacy research, programs, education and other activities as needed. I suggest that a strong emphasis of the National Literacy Center be training and technical assistance. I also suggest that a diversified plan for national training be developed which is decentralized and uses the resources and expertise of urban rural, state, regional and national organizations. The Center should be encouraged to develop joint projects and contract with existing literacy organizations whenever possible in implementing all aspects of this operation. As outlined, I believe each of these programs will move us closer to a more coordinated and effective literacy delivery system.

The authorization of the Adult Education Act must be increased as the Bill states. In addition, the Act should strengthen the mandate for broad-based participation from the non-profit sector in the development of state plans. No state should be allowed to receive Adult Education Act funds if it has regulatory or legal barriers preventing non-profits access to funding. A program should be authorized through the Adult Education Act to provide funds to state and local non-profit volunteer, community-based and coordinating efforts. The funds should be distributed through the state adult education offices and should be authorized at 10% of the Adult Education Act level of funding. Funding should also be authorized through the Adult Education Act to support national organizations providing capacity building assistance in the development of literacy services. These modifications in your proposal would move us closer to providing a full range of literacy services.

Increased funding for Even Start and demonstration grants for a child's early development as proposed support the adult learner in his or her role as a parent — an important step that will begin to break the intergenerational cycle of illiteracy.

The Vista Literacy Corp must be reauthorized and the funding increased. Authorization to enhance the role of Retired Senior Volunteer Programs in community literacy efforts is needed. The Literacy Challenge grants and the Technical Assistance and Training grants proposed should be available to all non-profit literacy organizations. All of these steps will increase available human resources devoted to literacy.

If there is one thing that I have learned through my work in the literacy field, is that there is no short term answer. We need to think in terms of ongoing systems which recognize that learning to read and write is a slow process, one which develops over time. It is also a process that is vital to healthy communities where adults are actively engaged, eager to learn and grow in work and in the community. They are adults who have the confidence and skills to participate fully in their work and in their daily lives. And they are adults who have the opportunity to both serve as models, and as active supporters of learning needs of their children.

I appreciate the opportunity to submit these remarks based on my 15 years of experience in the literacy field, and on behalf of the Literacy Network. All of us look forward to working with the Committee and staff for passage of your Bill.

Senator Simon. Let me just thank all of you for your testimony and for your attention to this area. I think we are gradually making some progress, and if we keep at it, we are going to make more.

Thank you all. The hearing stands adjourned.

[Whereupon, at 1:45 p.m., the subcommittee was adjourned.]

ELIMINATING ILLITERACY

MONDAY, JULY 10, 1989

U.S. SENATE
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES OF THE
COMMITTEE ON LABOR AND HUMAN RESOURCES
Washington, DC.

The subcommittee met, pursuant to notice, at 10:00 a.m., in Suite 460, Literacy Volunteers of Chicago, 9 West Washington Street, Chicago, Illinois, Senator Paul Simon, Chairman of the Subcommittee presiding.

Senator SIMON. The Subcommittee hearing will come to order. We are holding a hearing on the question of literacy and basic skills in this country. Illiteracy is a problem that we basically have ducked, and I will be introducing legislation very shortly on this that I hope can in the next 10 years, if we can get it passed, will virtually eliminate this problem that is a massive one in our society.

We have, by the most conservative estimate, 23 million adult Americans who either cannot read and write or who read and write at a most minimal kind of level. Most of them hide it from their friends and their neighbors, and what we have to do is bring it out into the open. We have to get help to people who need that help.

While I am talking about getting help to people, I have to tell you how the United States Senate works. Anything good that happens—Senators, take all the credit; anything bad that happens—we say, well our staff made a mistake. Well, one of the key staff people working with us in this whole area of literacy is Pat Fahy, and her mother and brother are here and we are very pleased to have them with us here today.

I am also pleased to have volunteers here who are helping. One of the great things that is happening in this country is that we do have volunteers who are helping in this important area, and I want to thank George Hagenauer and your staff and everyone else who arranged for this hearing, and arranged for the warm weather for our hearing here also.

There are all kinds of illustrations that could be used. I got into this problem really accidentally. When I was a member of the House, I used to have open office hours. People would come in and in order for me to look at their federal records they have to sign their name. And frequently someone would say is it okay if my wife signs or is it okay if my husband signs. And I learned they could not read and write.

Then because in deep Southern Illinois we have an area of high unemployment, I started asking people when they came in desperate for a job, can you read and write. And when there was an awkward moment of silence I knew what the answer was going to be. And so I held the first hearings in the history of Congress on this whole question and we enlisted the help of a number of people. One of the people who incidentally has been helpful, and I am grateful to for her assistance and hoping she is going to lobby her husband in the process of all this, Barbara Bush has worked with me and has been very helpful in this whole area of illiteracy problems.

Just two quick examples and then we are going to hear from our witnesses. A woman turned up at a town meeting in Tutopolus, Illinois, rural Southern Illinois community, got up to read a letter. She said this is the first letter I have ever written. And her letter just thanked us for the programs we have that have made possible her learning how to read and write.

We had Dexter Manly testify in Washington. I do not know if any of you are football fans, Dexter Manly is an all pro defenseman for the Washington Redskins. He then went through grade school, high school, four years at Oklahoma State University. He was standing on the side lines when Joe Theisman, the quarterback for the Washington Redskins broke his leg. Dexter Manly was making $600,000 a year, but he said, what happens to me if I break my leg. And he knew he needed help. He went to the Washington public schools and said I need help. They tested him, he read at the second grade level. And so Dexter Manly, to his credit, started working at it, and to his credit, and it took a lot of courage, he came and testified before our subcommittee and showing the same courage you are showing here. And he now reads at the ninth grade level. He is also studying Japanese. It turns out he had a learning disability. No one ever tested him for it. Gloria Wattles had the same problem. All kinds of potential that is out there if we just get a hold of it.

Anyway, we are very pleased to have this hearing in general. Those of you who have prepared statements will enter the prepared statements in the record, particularly if they are longer statements. We would like to confine the statements of the witnesses to about five minutes, if we can. And then we can ask questions.

[The prepared opening statement of Senator Simon (with attachments), follows:]

PREPARED OPENING STATEMENT OF SENATOR PAUL SIMON

GOOD MORNING. I FIRST WANT TO SAY THAT IT IS A PLEASURE TO BE BACK IN CHICAGO TO HOLD THIS HEARING ON THE IMPORTANT SUBJECT OF ILLITERACY IN OUR COUNTRY. I KNOW CHICAGO HAS ALREADY BEGUN TO MAKE GREAT STRIDES IN ADDRESSING THIS PROBLEM AND WE ARE VERY FORTUNATE TO HAVE MANY OF THESE LOCAL AS WELL AS STATE ORGANIZATIONS RESPONSIBLE FOR THESE EFFORTS REPRESENTED HERE TODAY.

WHILE I WELCOME EACH OF THE WITNESSES HERE TODAY, I ESPECIALLY WANT TO WELCOME MARY KENT BLANDIN AND AL KRUSZAK, WHO ARE STUDENTS FROM LITERACY VOLUNTEERS OF CHICAGO. MARY AND AL ARE EXAMPLES TO THE NATION THAT ILLITERACY CAN INDEED BE CONQUERED -- WITH WORK AND COMMITMENT. AS YOU MAY KNOW, I PLAN TO INTRODUCE A LITERACY BILL THIS THURSDAY, JULY 13, THAT WILL INCREASE SUCCESS STORIES LIKE THESE, AND EXPAND FEDERAL EFFORTS TO COMBAT ILLITERACY ACROSS THE COUNTRY.

AT LEAST 23 MILLION AMERICANS IN THIS COUNTRY ARE CONSIDERED FUNCTIONALLY ILLITERATE, AND A TOTAL OF 45 MILLION ADULTS READ WITH ONLY MINIMAL COMPREHENSION. WE CANNOT EXPECT WORKERS WHO CAN'T READ A ROAD SIGN TO CONTRIBUTE TO AN ECONOMY THAT IS INCREASINGLY HIGH-TECH. THE MAJORITY OF AMERICAN JOBS ARE PLACING MORE AND NEW DEMANDS ON EMPLOYEES. THE AVERAGE AMERICAN WORKER TODAY NEEDS SKILLS AT THE NINTH-TO-TWELFTH GRADE LEVEL, NOT THE FOURTH GRADE LEVEL TYPICAL AFTER THE SECOND WORLD WAR.

AND THE STANDARDS KEEP RISING. OUR NATION'S SUPPLY OF UNSKILLED AND UNEDUCATED LABOR IS CONTINUALLY INCREASING, BUT THE DEMAND FOR THESE WORKERS IN OUR ECONOMY IS DECLINING. EMPLOYMENT IN PROFESSIONAL AND MANAGERIAL JOBS WILL INCREASE THROUGH THE TURN OF THE CENTURY BY 5.2 MILLION, WHILE LABORER POSITIONS WILL GROW BY ONLY 1.3 MILLION JOBS. AND, ONLY 10% OF THE NEW JOBS CREATED BY 1995 WILL BE IN MANUFACTURING.

THESE STATISTICS TELL ONLY PART OF THE STORY. BLACKS, HISPANICS, ASIANS AND OTHER RACES WILL ACCOUNT FOR 57% OF THE WORKFORCE GROWTH FROM 1986 TO THE YEAR 2000. IF WE ADD ALL WOMEN INTO THIS CATEGORY, FEMALES AND MINORITIES WILL ACCOUNT FOR OVER 80% OF THE WORKFORCE GROWTH RATE. THESE ARE THE SAME GROUPS THAT HAVE HISTORICALLY BEEN LEFT BEHIND.

THE REALITY IS THAT WE HAVE A GROWING POPULATION IN THIS COUNTRY WHOM SOME CALL AN "UNDERCLASS." MINORITIES, AND ESPECIALLY BLACK AMERICANS, HISPANICS AND PERSONS WITH DISABILITIES, DOMINATE THE POOL OF UNWANTED AND INCREASINGLY UNUSED LABOR. IT IS ESTIMATED THAT 44% OF BLACKS AND 65% OF HISPANICS ARE FUNCTIONALLY ILLITERATE.

IN ADDITION, IT IS ESTIMATED THAT AS MANY AS 24 MILLION OF OUR FELLOW AMERICANS HAVE SUBSTANTIAL LEARNING DISABILITIES THAT AFFECT THEIR

ABILITY TO LEARN TO READ. WE HAVE NO FIRM ESTIMATES, BUT EXPERTS TELL US THAT THOSE WITH LEARNING DISABILITIES ARE DISPROPORTIONATELY REPRESENTED AMONG THOSE WHO DROP OUT OF SCHOOL, REMAIN UNEMPLOYED, AND END UP IN PRISON. SOME, LIKE FOOTBALL STAR DEXTER MANLEY, HAVE BEEN PUSHED THROUGH SCHOOL WITHOUT BEING TAUGHT TO READ AND ONLY YEARS LATER DISCOVER THE REALITY OF THEIR PROBLEM. WE NEED TO DO A BETTER JOB OF IDENTIFYING AND MEETING THE SPECIAL NEEDS OF THESE ILLITERATE AMERICANS.

IF WE WANT A SKILLED, COMPETITIVE LABOR FORCE, WE CAN NO LONGER AFFORD TO IGNORE THESE GROUPS, NOR CAN WE CONTINUE TO DISADVANTAGE THEM. IT IS NOT JUST AN ISSUE OF FAIRNESS AND EQUITY -- IT IS AN ISSUE OF ECONOMICS.

PERHAPS EVEN MORE IMPORTANT, WE KNOW THAT ILLITERATE ADULTS CANNOT READ TO THEIR CHILDREN OR HELP THEM WITH THEIR SCHOOLWORK. ILLITERACY PERPETUATES THE GENERATION-TO-GENERATION PATTERN OF TOO MANY CITIZENS POORLY PREPARED TO HELP THEMSELVES AND OUR ECONOMY.

WE ALSO KNOW THAT ILLITERACY HAS BEEN LINKED TO CRIME, AN ESTIMATED 75% OF ADULT PRISON INMATES ARE FUNCTIONALLY ILLITERATE, AND 62% ARE. HIGH SCHOOL DROPOUTS. AND AMERICAN TAXPAYERS PAY THE PRICE-- IT COSTS $14,000 A YEAR TO KEEP A PRISONER IN JAIL, YET ONLY $4,200 A YEAR TO SEND A CHILD TO SCHOOL. PENNSYLVANIA STATE UNIVERSITY ESTIMATES THAT THE COST TO AMERICA OF FAILING TO EDUCATE AND TRAIN DISADVANTAGED YOUNG MEN AND WOMEN FOR EMPLOYMENT IS $225 BILLION EACH YEAR-- IN LOST PRODUCTIVITY, WELFARE PAYMENTS AND EXPENSES RELATED TO CRIME PREVENTION AND THE CRIMINAL JUSTICE SYSTEM.

THE SOLUTIONS TO THESE PROBLEMS HAVE BEEN IGNORED AT THE FEDERAL LEVEL FOR FAR TOO LONG. I AM PROPOSING THE ILLITERACY ELIMINATION ACT OF 1989 TO BEGIN A NATIONAL, COMPREHENSIVE AND UNIFIED EFFORT TO WIPE OUT ILLITERACY. IT WILL ESTABLISH A CABINET LEVEL COUNCIL TO COORDINATE LITERACY EFFORTS AT THE HIGHEST LEVEL, AND WILL CREATE A NATIONAL CENTER ON LITERACY TO FUND RESEARCH AND DISSEMINATION OF INFORMATION ON THE LITERACY PROBLEM.

IT WILL EXPAND EXISTING EFFECTIVE PROGRAMS-- SUCH AS THE LIBRARY LITERACY PROGRAM AND THE VISTA LITERACY CORPS-- AND WILL PROVIDE NEW FOCUS AS WELL AS INCREASED FUNDING TO PROGRAMS SUCH AS THE ADULT BASIC EDUCATION ACT.

IT WILL ALSO INCREASE FUNDS FOR THE WORKPLACE LITERACY PROGRAMS AND AUTHORIZE A CHALLENGE GRANT PROGRAM TO EXPAND AND INCREASE PUBLIC/PRIVATE SECTOR PARTNERSHIPS IN FIGHTING ILLITERACY.

FINALLY, I WANT TO THANK OUR HOSTS, GEORGE HAGENAUER AND THE LITERACY VOLUNTEERS OF CHICAGO, FOR ALLOWING US TO HOLD THE HEARING HERE. THE COST OF ILLITERACY IS TOO HIGH TO IGNORE. I LOOK FORWARD TO HEARING THE TESTIMONY OF OUR WITNESSES ON THIS IMPORTANT ISSUE, AND TO WORKING WITH EACH OF YOU AS THIS BILL MOVES THROUGH THE CONGRESS.

SUMMARY OF THE ILLITERACY ELIMINATION ACT OF 1989

The Illiteracy Elimination Act of 1989 is a comprehensive package of literacy initiatives that would coordinate and strengthen efforts at the federal, state, local and private, nonprofit sector levels to combat the extensive problem of illiteracy in the United States.

There are between 23-27 million adult Americans who are functionally illiterate, a number which is increasing due to disproportionately high drop out rates among minorities in public schools. Yet, current public and private literacy programs serve only about 19% of those who need help.

This comprehensive proposal would give structure and focus to fragmented programs now aimed at increasing literacy by unifying the efforts of existing programs; providing a governmental structure to coordinate programs, disseminate information and develop new programs and methods to reach the estimated 25 million persons presently not being served by existing programs; and by creating incentives for expanding public-private literacy partnerships.

The Illiteracy Elimination Act of 1989 includes six separate titles addressing: literacy coordination, workforce/adult literacy, families for literacy, books for families, students for literacy, and volunteers for literacy.

TITLE 1. THE LITERACY COORDINATION, RESEARCH AND INFORMATION IMPROVEMENT

The purpose of this Title is to create a federal structure to coordinate national literacy research, programs, education and other activities. Its major provisions include the following:

*Establishes a federal Cabinet Council for Literacy Coordination consisting of the major federal departments operating literacy programs, which would devise, coordinate and monitor existing and new government-wide literacy initiatives; disseminate information on existing programs across various agencies; and develop, implement, and coordinate model literacy programs at the federal level for the effective education of illiterate adults and children. The Council would issue a biennial status report to Congress with recommendations for legislation required to improve and expand federal literacy programs.

*Establishes an Office on Literacy within the Department of Education to coordinate the Department's literacy programs and work with the Cabinet Council for Literacy Coordination to coordinate the related activities and programs of other federal departments and agencies.

*Authorizes a National Center for Literacy, which will conduct basic and applied research on literacy, focus on developing instructional techniques and technology, serve as a clearinghouse for information on literacy programs, provide policy analysis and program evaluation, and conduct a model demonstration program on methods of training and placing persons who have not completed secondary school. The National Center will be a nonprofit entity assisted by a national advisory panel appointed by the Secretary of Education, in consultation with the Cabinet Council. The advisory panel will include members from state and local government, education, labor, business, as well as national literacy organizations, voluntary organizations, service providers and community-based organizations. The Director of the National Center will report annually to Congress and the Cabinet Council regarding the achievement of national literacy goals. For FY 91, $10 million is authorized for the National Center and such sums thereafter through FY 95.

*Creates a State Literacy Resource Centers Program to link state-based service providers and the National Center for Literacy for the purpose of disseminating research and other information generated by the National Center; assisting in the improvement of existing programs and the development of innovative literacy programs at the state level. For FY 91, $15 million is authorized for the State Literacy Resource Centers and such sums as necessary thereafter through FY 95. The federal share may not be more than 75% in the first year, 50% in the second year, 25% in the third year and 0% in the fourth year.

TITLE II. WORKFORCE LITERACY

The purpose of this Title is to assist the States in improving educational opportunities for adults who lack the level of literacy skills requisite for productive employment, to expand and improve the current system for delivering and accessing adult education services, and to encourage the expansion of adult education teacher training programs. The major provisions of this Title include the following:

*Increases the authorization for the Adult Education Act (AEA) by an additional $100 million over the previous year's authorization beginning in FY 91 through FY 95, or until a majority of the illiterate population is being served. Includes a 15% set-aside of new funds to the states for training teachers and administrators, with particular emphasis on training minority teachers and training teachers to recognize and effectively serve those with learning disabilities. Increases the 20% limitation on funds that may be used for high school equivalency programs to 25%. Requires each state to assure direct and equitable access to federal funds for local public agencies, non-profit, private community-based and voluntary organizations which serve educationally disadvantaged adults. Requires each state to assure that funding is allocated for the population designated as the neediest and to the needs of persons unemployed due to low basic skills.

*Changes the workplace literacy program authorization to $50 million in FY 90 and in FY 91, and such sums thereafter through FY 95.

TITLE III. FAMILIES FOR LITERACY

The purpose of this Title is to break the intergenerational cycle of illiteracy by improving the parenting and basic skills of adults in order to foster learning among their children; to foster family-oriented approaches to reducing illiteracy, and to address illiteracy through the social environment in which children are born and raised. The major provisions of this Title include:

*Authorizes the Even Start Program at $50 million in FY 90 and in FY 91, and such sums thereafter through FY 95. Even Start funds joint learning projects, particularly targeting functionally illiterate parents and their children to enhance the literacy building capacities of these parents and their children.

*Establishes a "Families for Literacy" demonstration program to target services at an earlier stage than provided under Even Start. The demonstration grants would support services to newborns and their parents to monitor and improve a child's early developmental progress. Fund would be used to provide: literacy and parenting education for adults, prereading and other developmental skills for children aged 3 and under, structured time for parents to use newly acquired skills with their children, and referral services for families, including referrals to drug rehabilitation and counseling. Authorizes $10 million for FY 91 and such sums thereafter through FY 95.

*Authorizes $2 million in FY 91 for the Secretary of Education to contract with the Corporation for Public Broadcasting to produce and disseminate a program for parents to improve early childhood education, language development and literacy.

TITLE IV. BOOKS FOR FAMILIES

This Title would give priority to expanding parent access to books and to stimulating library literacy programs under the Library Services and Construction Act. The major provisions of this Title include:

*Authorizes $10 million (an additional $5 million above the current authorization level) in FY 90, increasing by $1 million each year through $15 million in FY 95 for the Library Literacy Program.

*Creates a Model Library Literacy Demonstration Program to establish model library literacy centers at state and local public libraries, with resources and facilities to assist those in need of literacy training and access to reading materials. Authorizes $2 million in FY 91 and such sums thereafter through FY 95.

*Authorizes the Secretary of Education to award funds to Reading Is Fundamental (RIF) to distribute of inexpensive books to economically disadvantaged children and to increase parent access to books by reaching parents most disconnected from the education community (by making books available in welfare offices, health clinics, and WIC offices). Authorizes $2 million for this contract in FY 91, and such sums as necessary thereafter through FY 95.

TITLE V. STUDENTS FOR LITERACY

The purpose of this Title is to promote the development, location and placement of community service jobs for students in the area of literacy tutoring, outreach and training under the College Work Study Program (CWS), which supports the part-time employment of students who are enrolled as undergraduate, graduate or professional students and who are in need of earnings from employment to pursue courses of study at eligible institutions. The major provisions of this Title include:

*Increases incentives through the CWS for college and universities to locate, develop and place students in literacy training and other literacy related community service jobs. Provides 100% federal funding for compensation paid to students working in literacy projects through the CWS.

*Authorizes funding of $656 million for the entire College Work Study Program in FY 91 and an additional $20 million each year through FY 95.

*Authorizes the Student Literacy Corps at $10 million for FY 90 and an additional $1 million each year through FY 95.

TITLE VI. VOLUNTEERS FOR LITERACY

The purpose of this Title is to develop, strengthen, supplement and expand the capacity of both public and private agencies and organizations to combat illiteracy through the use of volunteers.

VISTA Literacy Corps

*Reauthorizes this capacity building program and increases its funding from the FY 89 authorization level of $5 million to $8 million for FY 90, $11 million for FY 91, $14 million for FY 92, $17 million for FY 93 and $20 million for FY 94, and such sums as may be necessary for FY 95.

Service Learning/Part-time Student Volunteers

*Authorizes grants and contracts to partnership programs of public agencies or private nonprofit organizations and educational institutions to expand the use of secondary and postsecondary students as literacy volunteers, particularly in peer tutoring situations. Students may be reimbursed for necessary transportation, meals and other out-of-pocket expenses. Authorizes $2 million in FY 91, $2.5 million in FY 92 and in FY 93, and $3 million in FY 94 and FY 95.

University Year for Literacy

*Authorizes grants or contracts to programs of full-time volunteer service by postsecondary students, particularly those pursuing a course of study likely to lead to a career in a field related to literacy, using the authority under the Domestic Volunteer Service Act for the University Year for ACTION. Students would receive academic credit and a living allowance similar to the allowance received by VISTA volunteers. Students would be required to serve no less than a full academic year. Authorizes $3 million in each of the fiscal years 1991 through 1995.

Literacy Challenge Grants

*Authorizes matching grants to public/private partnerships to establish or expand literacy programs that use volunteers as a principal method of addressing illiteracy. Grantees may be public or private nonprofit agencies, nonprofit community-based organizations or private for-profit organizations, but must operate the project in cooperation with other public and private agencies qualified to combat illiteracy in their community.

Matching requirements are 20% local, 80% federal in the first year, with the federal match declining to 50% in the fourth year, for all recipients except nonprofit community-based organizations. For community-based nonprofits, the match is 10% local, 90% federal, with the match declining to 50% in the fifth year. Grantees who are private, for-profit organizations must provide the match in cash; all other grantees may meet the match requirements through "in kind" contributions. Authorizes $20 million in each of the fiscal years 1991 through 1995.

Retired Senior Volunteer Literacy Program

*Authorizes $1 million in each of the fiscal years 1991 through 1995 to enhance the role of RSVP volunteers in combating illiteracy. Priority is given to providing service to illiterate individuals in unserved or underserved areas and with the lowest levels of education attainment.

Technical Assistance and Training

*Improvement of student volunteer programs: To increase the effective use of full- and part-time student volunteers, authorizes grants and contracts for projects that may include conferences, production of training materials, training of managers of student programs and training in methods of recruitment, particularly of minority volunteers.

*Improvement of community-based and other programs that use volunteers: To provide for the preparation and dissemination of training and technical assistance, and in the development of new and innovative solutions to literacy problems that involve the effective use of volunteers, authorizes technical and financial assistance to nonprofit organizations providing literacy services in more than one area of a state or in more than one state.

*Improvement of worksite literacy volunteer programs: To provide assistance to employers who have established or wish to establish worksite literacy programs, authorizes the provision of technical assistance directly or through grants or contracts to assist them in obtaining, training, and integrating volunteers into their programs.

*Authorizes a total of $6 million in each of the fiscal years 1991 through 1995.

news from
PAUL SIMON
U.S. SENATOR ILLINOIS

FOR RELEASE: Mon., July 10, 1989

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CHICAGO SESSION IS WINDUP IN SERIES OF CONGRESSIONAL HEARINGS ON ILLITERACY IN AMERICA

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SIMON PREVIEWS MAJOR BILL TO END ADULT ILLITERACY BY YEAR 2000

CHICAGO -- (July 10) The first major federal initiative targeting an end to adult illiteracy by the year 2000 was previewed here for the first time today by its author, U.S. Sen. Paul Simon, D-Ill.

Simon, long Congress' leader on literacy issues, released a summary of the Illiteracy Elimination Act that he will introduce in the U.S. Senate on Thursday. The legislation addresses what Simon terms "America's 'hidden' education problem, adult illiteracy" that has been the focus of a landmark series of hearings Simon has chaired across the nation. The last hearing in the series, convened today in the tutoring room of a literacy training center in downtown Chicago, will spotlight the need for more private and public resources to reach the millions of adults who are illiterate or "functionally illiterate." The bill will help reach the roughly 80 percent of the 23 to 27 million illiterate adults unreached by public or private literacy training programs.

Functionally illiterate adults "have not been able to do many of the daily activities that most of us take for granted -- like balancing a checkbook, reading a newspaper, getting a driver's license, filling out a job application, or perhaps most importantly, helping their children with their homework," said Simon.

The Simon bill would expand existing effective literacy programs -- such as the VISTA Literacy Corps and the Library Literacy Program (both chartered under earlier Simon legislation) -- and would provide a new focus and increased funding for programs such as the Adult Basic Education Act. The act provides the first five-year authorization of a ten-year program to wipe out adult illiteracy. Simon has made room in the compromise 1990 federal budget for the bill, which also would target resources for workplace literacy programs and authorize a challenge grant program to expand public/private partnerships in fighting illiteracy. It would create a cabinet-level council to coordinate literacy efforts at the federal level and a national center on literacy to fund research and disseminate information on fighting illiteracy. The bill includes six separate titles addressing: coordination of national, state and local literacy efforts; workforce literacy; families for literacy; books for families; students for literacy; and volunteers for literacy.

"Illiteracy is the hidden education problem. It gets second-tier treatment, claiming only about one percent of the federal budget for education. Illiteracy is a great weight that keeps this country and millions of our citizens from being all they can be. We must fling off that weight, and I sense that Americans are ready to do that, to tackle it head-on."

Simon held Congress' first hearings on adult illiteracy eight years ago and authored the Literacy Corps program that harnesses volunteers in the VISTA program (domestic equivalent of the Peace Corps) for adult illiteracy tutoring. Other steps Simon has authored and put into law to combat illiteracy include a program that helps neighborhood libraries double as literacy tutoring centers and 1987 legislation that allows students using the College Work Study program to tutor illiterate adults in exchange for student aid stipends.

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news from

PAUL SIMON

U.S. SENATOR ILLINOIS

BACKGROUND ON LITERACY STUDENT WITNESSES

MARY KENT BLANDIN

Mary Kent Blandin was born on August 11, 1942, in Chicago. She and her older brother were raised by their mother who was also unable to read. By the time Mary was eight, though unable to read she knew how to gamble and to get gin delivered to her house.

At 14, Mary was sent to a juvenile facility for girls. When she turned 15, she went back to school but dropped out half a year later to get married. That same year she had her first child. She now says her life by then had become a 'nightmare' due to excessive drinking.

After six years of marriage, during which she was in and out of jail, Mary was divorced. She was remarried after winning custody of her children, but she still had a drug and alcohol problem. On March 5, 1979, she woke up in a detoxification center, and it was then she admitted that she was an alcoholic and an addict. Through the center she learned of Literacy Volunteers of Chicago, the site of the Senate hearing on July 10, where she receives literacy tutoring.

Today, Mary Blandin holds a job and has recently bought a house. She is working on her G.E.D. and plans to become a substance abuse counselor.

AL KRUCZEK

Al Kruczek read at the first-grade level when he enrolled at a literacy tutoring program at the Literacy Volunteers of Chicago three years ago.

Today, at age 25, he receives one-on-one instruction by the center's volunteers and also is enrolled in a writing class. He devotes much additional time to practice at home. He has become a leader among the center's adult students during planning meetings and student forums.

He has worked for several years in a large Chicago print shop that produces a wide range of materials including college textbooks. His opportunities for advancement have expanded as his reading skills have improved. Now able to read job orders and other job-related materials, he has advanced from being a printer's helper to a pressman.

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Office of Sen. Paul Simon

Backgrounder
ILLITERACY: THE HIDDEN EDUCATION PROBLEM

DEFINITIONS

There is no consensus on a precise definition of illiteracy. Definitions range from "the simple ability to read and write one's own name" to "the collection of complex skills needed for an individual to function effectively in our modern-day technological society."

The term "functional illiteracy" generally means that an individual lacks the reading and writing skills needed to handle minimal demands of daily living -- such as balancing a checkbook, filling out an employment application, or taking a driver's exam.

One volunteer literacy tutor offered this definition of literacy: "Literacy is...the ability to read and write and progress. Literacy is self-sufficiency and hope. Literacy is the shortest distance to individual social and economic development."

SCOPE OF U.S. ILLITERACY

VISTA, which operates an extensive literacy tutoring program created by Sen. Paul Simon in earlier legislation, estimates there are 26 million illiterate Americans. Other sources indicate that about 45 million additional adults read with only minimal comprehension.

In 1985, the Census Bureau reported that 7 million adults over age 25 had completed less than 12 years of school.

In 1986, the National Advisory Council on Adult Education conducted a survey that found 40 percent of all armed services enlistees read below a ninth grade level.

Ten percent of white adults, 44 percent of blacks and 65 percent of Hispanic citizens are marginally or functionally illiterate. It is estimated that 75 percent of unemployed Americans are functionally illiterate.

In his recent book, *Illiterate America*, author Jonathan Kozol notes that the United States ranks 49th in literacy attainment among 158 United Nations member countries.

OUTLOOK

Statistics concerning the illiteracy rate offer conflicting scenarios for the future. The Census Bureau reports a steady and substanial decline in the illiteracy rate, but VISTA's executive director believes illiteracy is "rapidly escalating out of control."

According to a literacy volunteer, illiteracy is "a bipartisan issue everyone agrees on. We can take great strides in doing something (about it)."

The federal government's major literacy program, Adult Education, has received $100 million annually from Congress yet serves only 10 percent of eligible participants. All public and private literacy programs combined serve only an additional nine percent of those who need help.

For FY90, the President has requested no funding for either the Workplace Literacy Grant Program or the English Literacy Grant Program. The Workplace Literacy Program is funded at $11.9 million for FY89 though authorized at $31.5 million. The English Literacy Grant Program is funded at $4.9 million for FY89 though authorized at $26.3 million.

SIMON EFFORTS ON ILLITERACY

Sen. Paul Simon has long been Congress' leader in tackling the problem of adult illiteracy. In 1982, as chairman of the House Subcommittee on Higher Education, Simon organized Congress' first extensive probe of illiteracy in America, and he has authored and pushed through to enactment several steps to reach adults needing help.

In 1983, Simon initiated a meeting on illiteracy among Secretary of Education Terrel Bell, Barbara Bush and himself which led to a constructive three-way partnership on illiteracy initiatives.

Simon's literacy amendment to the Library Services and Construction Act (LSCA) of 1984, considered Congress' first significant assault on illiteracy, authorized grants to states to encourage use of neighborhood libraries as adult illiteracy tutoring centers.

In 1985, Simon co-sponsored an amendment to the Defense Authorization Act which called for the creation of a Commission on Illiteracy.

In 1985, Simon was lead witness at joint House-Senate hearings on literacy. He testified: "We need to give a serious and comprehensive problem our most serious and comprehensive efforts."

In 1985, Simon was named Congress' delegate to a major literacy public information campaign involving the Library of Congress, ABC and PBS.

In 1986, the Simon Amendment to the Domestic Volunteer Service Act authorized funding for training approximately 118,000 community volunteer tutors. It specifically included the creation of the Volunteers in Service to America (VISTA) Literacy Corps, "an umbrella program for training literacy tutors." On average, one VISTA volunteer recruits and trains more than 91 community volunteers.

In 1987, Simon sponsored legislation that allows students using the College Work Study program to tutor illiterate adults in exchange for their student aid stipends.

Office of Sen. Paul Simon

QUOTELINE

Adult Illiteracy

Eric Burch, Literacy Tutor

"Literacy is . the ability to read and write and progress. Literacy is self-sufficiency and hope. Literacy is the shortest distance to individual social and economic development."

Dexter Manley, Washington Redskins

""What I can say to those who . are illiterate is that somehow or other, you have to find the will and the courage to come forward and ask for help. For me, the only thing I can say is that I had to humble myself and I had to walk into the Lab School (of Washington) and not pretend."

Testimony at Senate hearing, May 1989

U.S. Education Secretary Lauro Cavazos

"The number of illiterates and dropouts in America today is truly appalling. Think of the loss to the nation in terms of economics, but think also of the loss of human potential."

Testimony at Senate hearing, May 1989

Gloria Wattles, Literacy Student, Louisville, Ill.

"(Before learning to read) I wouldn't even look at a person or have eye contact because I was so ashamed. (For) so many things we thought doors were shut to us. I just can't express what learning to read has meant to my self-esteem.

"Why I am happy to learn to read. So I can read the Bible, so I can grow up inside and not be a little girl and scared of the world and life; so I can write letters to friends, and read books for myself, and talk to those who can't read and try to help them understand what it is like; and write my life story so it might help someone come out and get help for themselves; and so I can help those who do read to understand what it is like not to know how."

Testimony at Senate hearing, May 1989

U.S. Labor Secretary Elizabeth H. Dole

"We can make significant strides towards eliminating the skills gap by: Setting a national literacy goal, enhancing literacy instruction in all training programs, with a particular focus on JTPA, (and) making adult literacy programs available at or near the work place."

Testimony at Senate hearing, Feb. 1989

Southport Institute for Policy Analysis

"Literacy has become a 'hot topic' and high priority for political leaders at all levels of government, business leaders, civic activists, reformers, and the American public. The problem is clear, the concern is there and the solutions are at hand."

Thomas Jefferson

"If a nation expects to be ignorant and free in a state of civilization, it expects what never was and never will be."

Sharon Darling, President, National Family Literacy Center

"We know that the educational attainment of the parent in the home is the single variable that follows whether a child will succeed or fail in our schools. So we know that we really must get at that cycle of illiteracy, we must help those parents get the skills and knowledge they need to support education for their youngster in the home."

Testimony at Senate hearing, May 1989

(Sharon Darling also is a member of the Board of Directors of the Barbara Bush Family Literacy Foundation)

Mary Hatwood Futrell, President, National Education Association

"Dictators delight in ignorance...freedom loves knowledge."

Wally "Famous" Amos

"The truth is, illiteracy cuts to the core of the American Dream — if you cannot read, you cannot succeed. If our government can bail out corporations and industries, like Chrysler and savings and loan institutions, then unquestionably, we must 'bail out' the millions of Americans who need to learn literacy skills."

Testimony, Senate hearing, May 1989

Barbara Bush, First Lady

"The home is the child's first school. The parent is the child's first teacher. Reading is the child's first subject. We all know that adults who have problems with literacy tend to raise children who have problems with literacy."

U.S. Senator Paul Simon

"Illiteracy is the hidden education problem. We're embarrassed to talk about it, much like the situation with mental retardation two decades ago. It's time to bring the illiteracy problem out of the closet and deal with it honestly and effectively."

"The human cost of illiteracy that we can't quantify compels us to give our attention to this problem. Millions of middle-aged and older Americans whose basic skills were once adequate for day-to-day living lack the skills to cope with the complexities of today. Every dollar that we spend to teach people to read will be repaid several hundred times in added tax revenues, trade, and quality of life and will otherwise enrich our society and countless individual lives."

"Direct efforts to fight illiteracy claim only about one percent of the federal budget for education. It gets second-tier treatment. Illiteracy must be fought at all levels, in the private sector and the public sector. But federal leadership is the key to making it an urgent national priority."

"Illiteracy is a great weight that keeps this country and millions of her citizens from being all they can be. We must fling off that weight."

"Illiteracy is a public enemy and we need to treat it like one. We need to get illiteracy in our sights, sharpen our focus and produce the ammunition."

Senator **Simon**. Our first witness is Mary Kent Blandin who is a student with the Literacy Volunteers of Chicago. Very happy to have you here with us, Ms. Blandin.

STATEMENT OF MARY KENT BLANDIN, STUDENT, LITERACY VOLUNTEERS OF CHICAGO, CHICAGO, IL

Ms. **Blandin**. Thank you. Good morning. Thank you for being here and willing to listen to me. My name is Mary Kent Blandin. I am a success story. I raised twelve children and I have 22 grandchildren. Until recently my reading was very poor. I am going to get right to the point. Before I came to the literacy program, it was all dark and I had fears and low self esteem. Learning to read and write correctly is a blessing. I can see a light at the end of the tunnel.

If the committee could find in their heart to put some more in God We Trust into the literacy program, I know it can help more people like myself become useful, whole and happy. Today I enjoy helping my son to read. This year his reading came up two whole grade levels in school. My grandchildren's reading scores were up also. My involvement with the literacy program has helped my whole family.

For example, I can read the letters the children bring home from school. I am now working as a Residence Aide in substance abuse program. My job requires me to read and write. Even though, all the tutors are volunteers, the program needs money to operate. Think about how many more could be helped in this good program. I hope you will sponsor increased funds so that this program can continue working for others. They can learn to read and read to learn. Thank you.

[The prepared statement of Ms. Blandin follows:]

Prepared statement of Mary Kent Blandin

Good morning.

Thank you for being here and willing to listen to me. My name is Mary Kent Blandin. I am a success story. I've raised twelve children and I have twenty-two grandchildren. Until recently my reading was very poor. I am going to get right to the point. Before I came to the literacy program, it was all dark and I had fear and low esteem. Learning to read and write correctly is a blessing. I can see a light at the end of the tunnel.

If the committee could find in their heart to put some more *In God We Trust* into the literacy program, I know it can help more people like myself become useful, whole and happy. Today I enjoy helping my son to read. This year, his reading came up two whole grade levels in school. My grandchildren's reading scores were up also. My involvement with the literacy program has helped my whole family.

For example, I can read the letters the children bring home from school. I am now working as a residence aide in a substance abuse program. My job requires me to read and write. Even though, all the tutors are volunteers, the program needs money to operate. Think about how many more could be helped in this good program. I hope you will sponsor increased funds so that this program can continue working for others. They can learn to read and read to learn.

Thank you.4

Senator **Simon**. I thank you very, very much. Let me, I do not mean to put you on the spot here.

Ms. **Blandin**. That is okay.

Senator **Simon**. When did you come into the literacy program?

Ms. **Blandin**. Two years ago in October.

Senator Simon. OK. Three years ago could you have read that statement that you just read to me now?

Ms. Blandin. No.

Senator Simon. And what made you come into the program? How did you find out about it?

Ms. Blandin. Through my daughter. She was coming here, and I had a job at Essence House as a house manager, and I had to read and write. And I got very scared and I did not know how to write the reports and things, and I was tired of being in the closet, not knowing how to read and not knowing how to write and learning that I did have a learning disability.

I came here and my life has turned around 360 degrees.

Senator Simon. And one of the points that you mentioned is self esteem. Before you could read and write did you let people know that?

Ms. Blandin. No. They did not—a lot of people today ask me, "Mary, you must have been jiving." No, I did not know how to read and I was grateful that I could start to learn how to read. I feel better about myself. I do not have the low self esteem any more. I am a motivator.

Senator Simon. You are a good citizen. I can tell that. And you tell your twelve children and your 22 grandchildren they ought to be proud of you. All right? Will you tell them that for me?

Ms. Blandin. I surely will. Thank you.

Senator Simon. Our next witness is Al Kruczek.

STATEMENT OF AL KRUCZEK, STUDENT, LITERACY VOLUNTEERS OF CHICAGO, CHICAGO, IL

Mr. Kruczek. I started here in 1985. When I started I could not read or write. Now I can read at a fourth grade level. I am a press man. I run large printing presses that prints newspapers and books. Now I can read job tickets and write reports.

Now I am working on getting a driver's license. These are some of the things I think we need. 1. More locations for programs. 2. More books. 3. More advertising. 4. Newspapers written at a fourth grade level. 5. More tutors. 6. Better equipment, copying machines that work. 7. More workshops and classes for students and tutors.

I hope you respond to our needs.

[The prepared statement of Mr. Kruczek follows:]

Prepared statement of Alfred Kruczek

Senator Simon, I started here in 1985. When I started I could not read or write. Now I can read at a 4th grade level. I am a press man. I run large printing presses that print newspapers and books. Now I can read job tickets and write reports.

Now I am working on getting a Driver's License.

These are some of the things I think we need:

1. More locations for programs.
2. More books.
3. More advertising.
4. Newspapers written at a fourth grade level.
5. More tutors.
6. Better equipment—copying machines that work.
7. More workshops and classes for students and tutors.

I hope you respond to our needs.

Senator **Simon**. Thank you very, very much. Let me ask, when you say copy machines that work we need those at the United States Senate every once in a while too. How did you find out about the program?

Mr. **Kruczek**. I saw it on T.V. with Johnnie Cash, a program, a commercial.

Senator **Simon**. And when you say more advertising if I can ask, Al, both you and Mary, how do we let more people know about the programs that exist?

Mr. **Kruczek**. Well, have people like us talk to them and try to get people and show them. I walked out on the streets many times when I was on my job, I wouldn't be in the position I am at now if it was for going to this program. They just gave me another position because I advanced on my reading.

Senator **Simon**. So you would not hold your present job if it were not for learning how to read and write?

Mr. **Kruczek**. Yes.

Senator **Simon**. And as you improve you open up other possibilities for yourself.

Mr. **Kruczek**. Yes. When I first started there I would not, actually I was quiet, I would not talk to people. Now I open up. I talk to many people there and I feel more comfortable. I am not afraid to be out on the streets and talk to people and tell them that I cannot read.

Senator **Simon**. Mary Blandin, how should we get the word out?

Ms. **Blandin**. Well, I thought of putting literature in the ADC Office, the Welfare Office, the Police Station and things like that. And that, I think that would help a whole lot. And then like substance abuse programs, making connections where people can come that do not know how to read and write. And a spot on the radio, also the T.V. And also we could make a story about the literacy.

Senator **Simon**. What about when people, and if I can ask George Hagenauer who hasn't testified yet, to join in answering this next question. What about when people sign up for welfare or unemployment compensation or substance abuse programs what if we at that point found out what their basic skills are and if they need help then make offers to help them at that point. Does that make sense?

Ms. **Blandin**. That really makes sense because I was on ADC for a long time and I was able to hide that I could not read and write. And when I went in and I told the case worker that I could not read or write they would fill out the application for me. But at that point if I could have come to a place like literacy I would have been far along today.

Senator **Simon**. And you might have been off of ADC a long time ago then.

Ms. **Blandin**. That is correct.

Senator **Simon**. Yes, Al?

Mr. **Kruczek**. What we need is like there is people now that still shove people away just because they cannot read. We need to talk to them, get people more involved. So like if you are going somewhere for a job where you are doing something do not just shove them away just because they cannot read. Like before I started here I was filling out applications, things were kind of not right so they just shoved it away. They do not want to hire you because you miss a few things. Have like a little training program or something so that they can work and get paid while you are training them, you know. That way they have skills and then they would get better at filling out applications too.

Senator **Simon**. Well, that ties in with another bill I have, the Job Training Partnership Act where we are working on that sort of thing. Let me call on the final witness on this panel, George Hagenauer who is the Director of the Literacy Volunteers of Chicago, and Board member of the Literacy Network. Very pleased to have you with us.

STATEMENT OF GEORGE HAGENAUER, DIRECTOR LITERACY VOLUNTEERS OF CHICAGO, BOARD MEMBER LITERACY NETWORK, INC., CHICAGO, IL

Mr. **Hagenauer**. We are pleased to have you here. I guess what I think about what both Mary and Al have been talking about and I am very supportive of the Illiteracy Elimination Act of 1989 because I think it is an important first step toward really tackling what is a massive problem in our society. And I think in looking at the Act we really need to look seriously also at the conditions we are working under and how this first stage is going to lead to further stages.

I think the thing that hits me most about this is that illiteracy has been, well this program was started through a Vista Volunteer Grant in 1981, and small amount of seed money that has grown into a program that currently serves about 500 people on a weekly basis. During that whole time the literacy supposedly has been a priority within the society, but at the same point there has been virtually no additional funding to really provide services to students.

For every Mary Blandin and Al Kruczek there was 1,000 people this year who called the Chicago hot line and received no services at all.

Senator **Simon**. If I may ask. Why didn't they receive services? You couldn't handle that many people?

Mr. **Hagenauer**. Well, there is 78 nonpublic literacy programs plus two public literacy programs in Chicago. There are still areas of the city in very high need where there is virtually no services. And I think also we have had a very strong focus on volunteer programming and running a volunteer program I think that is very important. But you have got 40 neighborhoods where better than half the people in the neighborhood in Chicago do not have high school diplomas. There is no a very large volunteer base.

You also have things where, for instance, Al, both these people have been very good because they bug me. I mean when they need things they bug me and they keep me on track. And Al has been, Al is one of the people who really started pushing on group classes and group work, and writing groups within the center. Now, in order to do that you have got to find a volunteer who is skilled in writing because we have no paid instructions, and also capable of working with a small group of students. And so Al, in some cases, has waited two or three months in order to get instruction that he desperately needs because there are no paid instructors in this program.

I think one of the things I, and so what I see is really the need to develop a strong base, a very stable program, program a full time staff because the majority of the people who teach adult education in the City of Chicago are part-timers with no benefit packages, including health care. And it is hard to find someone with a good background in teaching reading who can stick with it for a long period of time when the most they can earn on a yearly basis is maybe $10,000.

I think the, so I see a real need to develop a stronger corp of teachers and a stronger corp of programs. One of the things that hits me personally as being very important in your Bill is the fact that for the first time it acknowledges the fact that this is a community effort that goes beyond just the educational institutions, and that there needs to be some access to Federal funds and state funds by nonpublic programs.

In Chicago there are probably close to 40 programs that are as big as most downstate adult education programs, but since they are nonpublic programs they cannot get direct contracts from the state for adult education. I see that sort of being especially important for the lower level students because while there is tens of thousands of students who are in the City of Chicago in adult education, when you get down to the bottom level, the literacy level, the first, second, third grade level readers, 50 percent of those people in the City are in nonpublic programs as opposed to the larger public institutions.

I think we need to develop some more flexible different types of programming to work with the students needs. And I think the potential is there and it is being done in a nonpublic area, as well as in the public area in many parts of the state. But the funds aren't there really to support it. So I see that as being really, really a key thing is the funding issue.

And I think also looking at volunteers mixed with staff, I think there has been a heavy focus on volunteers, and I think they play a key role, but I think we also need a lot more teaching staff and a lot more staff who can work directly with the students.

I think if I were to add one thing to the Bill, I would add a mandate that adult education programs involve students and instructors in the planning process. The thing that has made, I think, the most difference within our program has been the fact that we send notices out to every tutor and every student, every student/tutor pair, and ask for input as to what is working in the program, what is not working in the program. They essentially help us write our goals on a yearly basis. And you get some phenomenal information. The best review of how computers work with students was given to me by Mark Kent Blandin when we went to test out some computers. And she told me what worked, and she told me what did not work.

And yet we have this potential, and what happens is we tend to isolate the students, we tend to isolate the community from solving the problem as opposed to bringing them in, involving them, getting their input and really forming the type of movement we need to form within the society to tackle this problem.

So I would say that if I was to add anything it would be really to try to get into open hearings and open planning processes that involve students and community people and teachers in the planning of what type of programs go on, in both public and nonpublic programs. I think there is a lot of energy out there and we tend to be scared of the under achiever rather than pulling them in and involving them. And I would say that is a very, very key thing.

The third point, I think something Al raised, and that is the fact that we look at the problem always in the context of students who can't read and write, and we do not look at it from the context of those who are very educated who can't write at levels that people could understand. And I have seen any number of work place situations where you come in, you retool the factory, you bring high price consultants who have Ph D's in to do it, and then it doesn't work because the students can't read and write and the ninth grade or tenth grade level that the manuals are written at, and the blame goes on the student. It doesn't go on the person who wrote the manual.

I would really love to see the coordinating function at the Federal level really start addressing that. At least having the National Literacy Office that would be created by this Bill mandate it to write at a fourth or fifth grade reading level. I personally, as an educated person, would love to have the Internal Revenue Service write at a fourth grade or fifth grade level. And I think that that is something we can start looking at, and I think we may find that it is a lot easier to train a lot of us in college to write clearly and at a level that people can understand, as opposed to having us go through a process that really isolates us from the rest of the bulk of the people in this society.

And I think the last thing I would really like to say is that people in looking at the problem, and in looking especially at the coordinating function at the Federal level and the state level, I think a lot of times we take for granted that reading and writing and the issue of literacy happens in a vacuum. And what I really see is that, and I think also there has been a real tendency to look at, well Mary is a very good example. I mean she is here because she wants to improve herself on the job. She is here because she wants to improve her kids. And there is a tendency to break that person into lots of little parts.

There are programs that can work with her if she is a parent. There are programs that can work with her as a worker. But I think we really need to make sure that we continue programs that work with people as whole people, and that we look at the fact that as whole people they have needs that go beyond literacy.

From our student forum groups we find a large percentage of our students are ex-substance abusers. And if you do not have the detox programs for those people to get straight first, they aren't going to be able to learn.

I think I have seen a lot of students who can't make it here for lack of transportation money, who can't make it here because of lack of day care. I think we really need to take that into account in the planning and development of programming, and in the work that we are doing at the state and Federal level.

Senator **Simon**. You mentioned staff. The Bill that we have right now as you look at your staff needs—will that be a help to you?

Mr. **Hagenauer**. Only if the money is opened up at the state level. I mean otherwise, it is ironic, because we have been spending several years turning away students while we are working—I mean, essentially we got the last half of our August budget in through a benefit that was held five days ago. And so we need some additional stability. If the money is opened up at the state level it could. We could then hire teachers who could then provide additional services to students.

Senator **Simon**. And you are helping 500 people a year right now?

Mr. **Hagenauer**. Yes.

Senator **Simon**. And there are some 40 organizations that you believe are helping in the Chicago area?

Mr. **Hagenauer**. 78.

Senator **Simon**. 78. And if you were to call 78 together how many people would be helped? Your's is one of the larger programs?

Mr. **Hagenauer**. There is about 5,000 right now who are below sixth grade level, who are in programming in the City of Chicago.

Senator **Simon**. And——

Mr. **Hagenauer**. There is probably about another 20,000 who are sixth grade to tenth grade.

Senator **Simon**. And if all of a sudden we were—well, you mentioned the hot line. There are about 1,000 people who called in and wanted help. How many of those were helped?

Mr. **Hagenauer**. The 1,000 weren't helped.

Senator **Simon**. Were not helped.

Mr. **Hagenauer**. There was an additional several 1,000 that were helped. So you see, we have never done publicity for students. People have been very scared to do—actually that is not true. The first month we were open we had the benefit of a person, a national figure, who came in and did publicity. We found ourselves suddenly on the waiting list of 900 students. And I think if you really did outreach, I mean there is tens of thousands of people out there who, and I think that is what bothers me about the fact that a lot of what is focused on literacy is increasing on how do we mandate programming. I think there is tens of thousands of people in the City of Chicago who want to improve themselves, who want to improve their reading, and need the services, and need the resources to do it.

Senator **Simon**. Is what we are proposing in our Bill adequate to reach, let's just say we did the things that Mary and Al and I talked about, in terms of people when you get on Public Aid, when you get on and sign up for unemployment compensation, when you sign up for a detox program or substance abuse program. What if we were to go down the line? With the legislation we have introduced would we be prepared to handle the kind of numbers we are talking about?

Mr. **Hagenauer**. You would need a lot more money. I mean I think you would need, and I think also, I think the Federal government needs to realize that the issue is a Federal and not just a state issue. Right now from where you are sitting on public transportation, you can get to Milwaukee, Wisconsin or you can get to

Hammond or Gary in an hour to two hours if you have got a few dollars. And it is not a lot of money. And I think we really need to look at that fact. I mean some of my students are the creation that Chicago Public Schools and conditions in Chicago. Others of my students are downstate migrants, they are people from Alabama, they are people from Mississippi, they are people from West Virginia.

And I think we need a real solid strong Federal leadership here in terms of some money that is going to parley money at the state level to really develop a broad based amount of programming.

I think the other thing that is real important is that we have to view literacy as a process of change. People are changing themselves, and they need to have a lot of control and input on that. And it is not always, you know, the process of becoming literate is not always beneficial. Sometimes it is beneficial, other times it leads to divorces, it leads to other types of problems because you learn things that you never knew before. And I think for that purpose you really need students with a really strong sense of control, that they are choosing it, that it is something that they want and that they are getting into. And I think that if you open up programming you will find that there is a lot of people like that.

I just want to say one thing that I think that is really key is, I think we need to quit looking upon us as just an educational issue, and start looking at it as an economic issue. Twenty years ago, people like Mary Kent Blandin and Al Kruczek were looked upon as a major resource. Factories of this country, the railroads, this country was essentially the farms. They were built by people who had very, very poor reading skills. The economy has changed but we haven't taken into account the impact it has had on the people who built the economy for years and years, for the first 200 years of this society. And I think that giving those people a chance, and looking upon those people as our students as the resource and not as a liability, as I think the first stage in solving the problem.

Senator SIMON. Let me just add, that is absolutely essential. We have this trade deficit where we are purchasing much more from other countries than we are selling. Eventually that gap has to be closed. There are only two ways of closing that gap. One is to increase our productivity or the other is to reduce our standard of living. And clearly, the better answer is to increase our productivity, make our people more productive. You mentioned one other thing and that is the question of geography. The areas of greatest need, you know, it is great to have a center here, but on the west side and the south side, parts of the near north side, are where you really, if I may ask both Mary and Al where you are from. Where do you live?

Ms. BLANDIN. I live on the south side.

Senator SIMON. How far south?

Ms. BLANDIN. 52nd and Woods.

Senator SIMON. So you have to come way up here to participate, is that correct?

Ms. BLANDIN. That is correct. But I enjoy it.

Senator SIMON. Well, I am glad you enjoy it. But there are probably a lot of people who if you had a program around 62nd and Wood, there are more people who would be participating.

Mr. **Hagenauer**. Right.

Ms. **Blandin**. Correct.

Senator **Simon**. What about you, Al?

Mr. **Kruczek**. I live on 47th and Campbell. And there is no facility in that area.

Senator **Simon**. And so this is the closest facility?

Mr. **Kruczek**. At first I was going to the back of the yards library, but then the tutor had got a job and so I lost her. And then there were only two people there, two tutors in that whole library. And after that I came here. I like coming here. It would help if there was one closer by.

Senator **Simon**. One final question if I may address this to you, Mary. It has occurred to me that one of the places where we could do much more is through, particularly in the Black and Hispanic areas, but also in other areas, through our churches to get the ministers to say on Sunday morning or whenever services are held, here is a program, we are going to have to upgrade our people. I mentioned a story of Gloria Wattles. She went to church when she was, I do not remember, 12 or 13 and they asked her to stand up and read something and she was so embarrassed because she couldn't do it, and she did not go back to church until she learned how to read and write.

Do you ever hear in churches, if I can ask any of you, do you ever hear in churches or Synagogues that this is something that we ought to be pushing, this whole question of getting people to volunteer who need help in basic skills?

Ms. **Blandin**. Well, my church that I attend they help us learn how to read because we have a study, like on Saturday from 9:00 to 10:00. It is not very long, but then it helps us learn the words. And I was grateful for that. And in Sunday School also by me coming to the literacy program allowed me to start going to Sunday School because I could read better, because I did not want to be standing up there and did not know this word, you know. Today now, if I do not know a word I am not too proud to ask.

Senator **Simon**. Good. Let me just, you mentioned this other area and, George, you touched on something. You mentioned self esteem. I just had a meeting with the U.S. Attorney this morning, Tony Valukis and his staff, about the whole question of substance abuse, drug abuse.

If I could ask all three of you, are there a lot of people who because they do not have that self esteem they take it out in liquor, drugs or go in that direction?

Ms. **Blandin**. I have that statistic because I work in that field. Personally I am recovering, I have been recovering from alcohol for 10 years, and definitely I can say yes. Because I could not read and write that was part of me drinking and druging.

Senator **Simon**. Al?

Mr. **Kruczek**. Yes. I would say that is part of it because there is a lot of people, when I went to school too, they ended up dropping out, when I was going to school, drink and do drugs. And when they were in the classroom it is like teachers did not have enough time to help everybody. Just some people would be a little faster than others. You just get behind and then they end up dropping out or getting put back a year and then they say forget it. A lot of them would end up graduating and they let them graduate, they passed their grades, and they weren't even supposed to pass them, you know. They give them a good grade and they did not earn it just to get them out of the school. That is the point.

Senator **Simon**. All right. George?

Mr. **Hagenauer**. I would say, yes, there is definitely a tie in and we did not really realize until we started doing group sessions where students were able to talk and support each other. And then discovered that almost all of the students who were showing up, turning out for group sessions, were people who had a history of substance abuse.

Senator **Simon**. I thank all three of you very, very much. I appreciate your leadership, George. And, Al and Mary, we thank you, not only for what you are doing for yourself, but for standing up here and being willing to help others.

Mr. **Kruczek**. I thank you for coming here.

Ms. **Blandin**. Thank you.

Senator **Simon**. Thank you. (Applause)

[The prepared statement of Mr. Hagenauer follows:]

PREPARED STATEMENT OF GEORGE HAGENAUER

While I'm testifying as a Board Member of the Literacy Network, a national organization supporting collaborative efforts in literacy, I'd like to welcome you as director of Literacy Volunteers of Chicago. Each night this area is used by volunteers and students for one to one tutoring, workshops and for small group instruction. Currently, 500 students receive free instruction from volunteers on a weekly basis. Since we have no funds for paid instructors, all teaching must be done by volunteers.

For the past 15 years I've worked with adults and teens who have very low basic skills. From them and their teachers, I've learned a lot about what is needed to increase the literacy levels of the millions of Americans who want to improve themselves. I think the Illiteracy Elimination Act of 1989 is a positive first step in this direction. I think, however, we must look at this as a first step with limited resources on which we must build larger activities in the future.

Our current illiteracy crisis comes more from economic sources than educational. Our country until a few years ago was built on the labor of people with few if any reading skills. Until recently my students, all of whom read below a 5th grade level, were looked upon as a human resource not a liability. They were the people who ran the mills, built the railroads, tilled the soil and were the back bone of our economy. In other words, our schools essentially created people with the skills our economy needed at that time. Our economy has changed. However forgotten in the process are the millions of poor readers who played such a key role in our national growth. We need to continue to view these adults as strong resourceful people who are our hope to rebuild this country.

In doing this we need to take into account that we aren't dealing with just an educational problem. I have students who never would have stayed in the program if they had not made it first into a detox center. I have students who have dropped out of the program because they had no day care or had lost their home or their job. As such, I hope the coordinating function of this legislation goes beyond just coordinating educational resources. Our students' education does not occur in a vaccuum and the solution to their educational problems needs to take into account the other problems they face in their lives. We need to begin dealing with our students as whole complete people with needs that go beyond just reading and writing.

Secondly, I think we need to take into account the fact that the process of learning to read as an adult is going to take a lot of time- especially if you start at a low reading level. Teenage students often can attend school full time for several years. Older adults, however, need a more flexible set of services. They need the ability to do longer hours when they can and yet cut back to a few hours a week when job or family limit their time. We're need to create a lifelong learning process for adults with very low level skills. Both Mary Blandin and Al Kruzcek have already made important gains. However, each gain they make causes them to look at even higher goals.

The expectations society has for literacy levels are rising not falling. The students who become literate this year will be expected to be reading at a college level in the year 2000. As we plan for today's longterm literacy needs, we need to realize that we are racing a job market that is years ahead of our students and not slowing down. As such we need to create or invent a whole new set of educational institutions flexible enough to respond to the adult students' personal needs but with enough structure that students can progress towards longterm goals.

Ultimately what is needed in the areas of highest needs are adult learning centers staffed by full time staff and offering a wide range of different types of instruction. Places where students can work on a continuum towards higher levels of skills and training. Today the norm is exactly the opposite. Most programs operate solely with part time instructors or unpaid volunteers.

Thirdly, to solve the crisis is going to take a partnership between students, teachers, community people, business, unions and the government. In a democracy, to create this partnership we need to begin by creating an open process in which everyone can participate. If I were to add anything to the bill, it would be a mandate that every adult education program would have to do at least a yearly open planning process. All students and instructors must be given notice of the process and be encouraged to attend. We've learned as much from these open processes about how to design our program as we've learned from educators.

Most importantly, the process of becoming literate is a process of change. It transforms the student's life in many ways and not always for the better. The student needs to have a sense of being in control of the process- of being able to shape what is happening. A democratic open planning process can educate society about the level of the problem. It can involve everyone in its solution. Most importantly, it enables the silent millions who can not read to find a voice locally and nationally in which they can speak.

Fourth, I'm been increasingly struck by all the different activities that have been designed to recruit and identify adult illiterates. Peuple are interested in addressing literacy in the context of the workplace, the homeless and many other areas. What nobody seems to be real interested in are the thousands of well motivated adults who each year decide to improve their reading but either can find no program to teach them or enter a program that does not have the funding to serve their needs. Mary Blandin should not have to wait a year for me to rustle up a donated computer. Al Kruczek should not have to wait months while we identify and train a volunteer writing instructor. They are the fortunate ones. One thousand students last year called the Chicago Hotline and found no program they could attend -with no publicity done to recruit students. There are tens of thousands of people who want to become literate in Chicago. There are not the resources available to help them. we ought to make those students who want to learn a priority and provide them with the types of programming they need.

Finally, as the Director of one of the largest volunteer based literacy programs in the city, I deeply appreciate the important role volunteers play in expanding instruction- especially on a one to one basis. There are 40 neighborhoods in Chicago with 50-75% of the adults without a high school degree. I've seen hundreds of students in these areas receive no instruction because skilled volunteers don't exist in those areas. I've also seen students who need instruction beyond the amount of time volunteers could give. As such, there is a need for more money to hire skilled adult education teachers. Most importantly this money must be open on a direct competitive contractual basis to the entire current delivery system of literacy providers: non-profit community based programs, volunteer groups as well as the traditional public education programs. I should be able to offer my students a wide range of services not just one to one tutoring involving volunteers. My program and 78 other non-public non-profit programs in Chicago can't do that now because of state legislative limits placed on the use of adult education funds in Illinois. The language in the act opening those funds up to all adult education programs both public and non-public must be preserved. The field must be unified in funding and purpose for us to properly address the massive adult basic skills crisis faced by our country today. However money can not be allocated to the non-publics at the expense of services to students in the public programs.

As an afterthought, I would like you to consider using the Cabinet Literacy Council as a model for federal agencies. A third of our country has poor reading skills. The majority of our population has never been to college. I would strongly suggest that you require that all communication from the Cabinet Council be written at a 5th grade reading level or below.

On a number of occasions I've seen factories go into crisis because they retool and nobody can read the new manuals. The blame is always placed on the illiterate worker who usually never was given a good education. No one ever seems to ask why the college educated high priced consultant who designed the system didn't write of the manuals at a lower level. While we need to be committed to increasing literacy services to as many adults as possible to improve their skills, we can also eliminate illiteracy by encouraging clear, easy to read writing. Governmental offices related to illiteracy would be a logical place to start.

Thank you for your time and attention.

Senator Simon. Our next two witnesses are Wanda Hopkins and J. Nicholas Goodban. Wanda Hopkins is with the VISTA Literacy Corps Volunteer Program of Chicago Commons Emerson House, and J. Nicholas Goodban is Executive Vice President of Chicago Tribune Charities which has helped out on this whole literacy area. I thank you both very much for being here.

Let me call on you first, Ms. Hopkins.

STATEMENT OF WANDA HOPKINS, VISTA LITERACY CORPS VOLUNTEER, CHICAGO COMMONS EMERSON HOUSE, CHICAGO, IL

Ms. Hopkins. Thank you. Good morning. My name is Wanda Hopkins and I am a Vista Literacy Volunteer, School Reform Coordinator and a Senior Citizen Recruiter for the Chicago Commons Emerson House. I grew up in the Cabrini Green neighborhood. I work where there are 85 percent Hispanics, 10 percent Blacks, and 5 percent Whites. This is why I got so involved in literacy programs.

Working on the job that I am dealing with now, I found out there are a lot of nonreaders. I call adults nonreaders because I found out a lot of adults do not like the word illiterate. Talking with parents in the Chicago Public Schools on school reform it was becoming a task after finding out that some parents couldn't read themselves. It scares me when society continues to let our nation constantly remain uneducated in a society in which you need a degree to become a janitor and complain about the amount of people on public aid and remains on public aid, and their children become victims of public aid. Working with senior citizens I found out that there are a lot of senior citizens who cannot read their social security check or write their names.

I beg of you, please do not let this die. We need this literacy program. There are a lot of people on my job and in my neighborhood where I once lived that can't read or write. They are young and old, everything in between, and Black and White and Brown. Many of these people are parents and families struggling to support themselves. Some are young people frustrated because they can't find a job. What I notice most of all of these people is the amazing way in which they cope to get by. Illiteracy is kind of like not being able to hear or see. Your other senses become sharper because you need to use them in order to survive. There are hundreds of thousands of people here in the City who are very good survivors.

At Emerson House, we operate a Federal Vista Volunteer Program with focus on promoting or family literacy in our community. Some of the things we have done over the past two years includes:

1. The creation of a local community council which is run by area residents to address the issues on drop out prevention; how to work cooperatively with our schools; the creation of literacy programs for parents and children in our neighborhood.

2. As a Vista Volunteer, I participated in the Chicago Literacy coordinating Center's Tutor Training. I have tutored adults who want to learn to read and write, and help match others with volunteer tutors.

3. At Emerson House, Vista Volunteers supervise an after school peer tutoring program where older teens work with elementary

school aged children on a variety of educational and recreational activities.

4. The Volunteers help to create a community lending library and solicited a number of individuals and groups for donations of new children's books. Family story telling hours and skits are held in the library to encourage reading aloud in the homes.

5. Vista Volunteers manage a Federal RIF program where neighborhood children see new books four times a year.

6. Assist in the recruitment and intake for adult education classes in English As A Second Language, Adult Basic Education, and General Education Diploma equivalency exam preparation.

These are some of the activities in which we are involved. The agency could do so much more if we had staff, more volunteers or college students. There is an urgent need for more Vista programs like ours, and for more dedicated volunteers and teachers in general.

Through the Chicago Commons Vista Program we have 15 volunteers at four community centers in some of Chicago's poorest neighborhoods. All volunteers are residents of the neighborhood in which they work. Many are single heads of homes, and many depend on welfare to make ends meet. Yet these people are the ones who are out helping their neighbors and doing a darn good job of it. I work very hard and am very committed to the elimination of illiteracy in this country. But programs like mine are just a drop in the bucket, a bucket that is fast becoming a giant cesspool. We need more help out there and we need it now. And we do not just need coordinators and researchers. We need tutors, teachers and people who will roll up their sleeves and do hard work on re-educating the work force of today and tomorrow.

[The prepared statement of Ms. Hopkins follows:]

PREPARED STATEMENT OF WANDA HOPKINS

Good Morning everyone. My name is Wanda Hopkins and I am a Vista Volunteer at Chicago Commons' Emerson House in Westtown. I grew up in the Cabrini Green Housing Project on Chicago's near north side and lived there with my family until earlier this year, when my mother bought a house on the northwest side. I am currently living with my mother and my three children.

In my jobs, I have found that there are a lot of non-readers. I call adults non-readers because the work illiterate sounds so harsh. In talking with parents in the Chicago Public School School Reform Committees, I found out that many of the parents cannot read. It scares me when a society continues to let its nation remain uneducated, especially when you need a degree just to become a janitor. It also scares me because you hear legislators and business people complaining about the large number of people on Public Aid and the fact that their children are growing up dependant upon welfare. In working with senior citizens, I have discovered that there are elderly people who cannot read and write their names on their own social security checks and they want to learn but there is no one willing to teach them.

There are a lot of people in my neighborhood and in the neighborhood in which I work who are not able to read or write. These people are young and old and everything in between; they are white, black, and brown. Many of these people are parents with families struggling to support themselves; some are young people frustrated because they can't find a job. What I notice most about all of these people is the amazing ways in which they cope--ways in which they get by. Illiteracy is kind of like not being able to hear or see, your other senses become sharper because you need to use them in order to survive. There are hundreds of thousands of people here in our city who are very good survivalists.

At Emerson House, we operate a federal Vista Volunteer Program which focuses on the promotion of family literacy in our community. Some of the things we have done over the past two years include:

1) the creation of a local community council, which is run by area residents to address issues of drop-out prevention, how to work cooperatively with our schools; the creation of literacy programs for parents and children in our neighborhood.

2) As a Vista Volunteer, I participated in the Chicago Literacy Coordinating Center's Tutor Training. I have tutored adults who want to learn to read and write and help match others with volunteer tutors.

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Senator **Simon**. I thank you very, very much for your excellent statement. Do you work full time at Emerson House?

Ms. **Hopkins**. Yes, I do.

Senator **Simon**. You are a Vista Volunteer with the Literacy Program. We have basically two courses on collision. The head of the Vista Program has recommended that we eliminate the Literacy Corp and I have legislation that would expand the Literacy Corp. Which approach do you think makes sense for this country?

Ms. **Hopkins**. To expand it.

Senator **Simon**. All right. If you all of a sudden you were Senator Wanda Hopkins, and you could just do anything you want. You kind of touched on this at the end, what would you do to see that people, let's just take the Cabrini Green area because this is an area where you lived until just recently. What can we do to help people in Cabrini Green that we are not doing now?

Ms. **Hopkins**. I think we need to focus more on the school systems right now because the reason why I think there is so much violence in the Cabrini Green area is because our children can't read. And if our children can't read then they can't work, and if our children can't work they have to get money from somewhere. So this is where you get violence. When they need money they have to get money from somewhere. So if we would teach our children and teach their parents how to read and write, then they can get jobs and therefore, their minds would not be focused so closed in and they can get out and work and not have so much violence on their minds.

Senator **Simon**. And right now, we are going astray but I think it is important here, right now Jim Compton the new president of the School Board and Bill Singer the new vice chair, they are looking around for who should be the new School Superintendent. What advice would you give to the new School Superintendent of Chicago, whoever he or she may be?

Ms. **Hopkins**. What I found out with the school system, when I was coming up we did not change general superintendents as much as I found out the school system ran a little better. If we continue to change general superintendents every two to four years, our system will completely still drop because every time we get a different general superintendent they change our program. Teachers do not know right now what Byrd put in. If we get another general superintendent in right now, this is my point of view, I think it is going to change again and then teachers are going to be confused again. And then parents are going to be on teachers because we think that they are supposed to do a certain job, but if the general superintendent, if they continue to bring in these different programs and they only run two to four years then how is it going to work effectively. It takes time for every program to work. And if we continue to let that happen then the program will not work, and that is why our children are not learning.

Senator **Simon**. One last question right now before, and again I am straying from the literacy but it is very important. When I visit Cabrini Green I am always impressed by the people who are there and their friendliness and everything, but I am always depressed by the conditions there in Cabrini Green. What should Vince Lane, the new head of the Chicago Housing Authority, what should a

United States Senator do to try to improve things at Cabrini Green?

Ms. HOPKINS. I think they need to fire a lot of people. That is what I think personally. We have a lot of people in control, just funding papers, making a lot of money and not doing their job. I think a lot of residents, before I left, residents like myself should have some of those jobs who know the ground work of Cabrini Green. I moved in Cabrini Green September 1, 1960. I knew Cabrini Green, but therefore, I could not get a job in Cabrini Green because I knew too much about Cabrini Green. And these are the people that you need in Cabrini Green's administration because they are the ones that can go out and do not have to worry about getting beat up, and find out what really Cabrini Green needs and they know the needs of Cabrini Green.

Senator SIMON. And do the people in Cabrini Green know who is selling drugs and——

Ms. HOPKINS. Yes, we know. Oh, yes, we know.

Senator SIMON. This hearing is turning into a lot of things besides illiteracy but I think this is important. And I thank you very much.

J. Nicholas Goodban, very happy to have you here.

STATEMENT OF J. NICHOLAS GOODBAN, EXECUTIVE VICE PRESIDENT, CHICAGO TRIBUNE CHARITIES, CHICAGO, IL

Mr. GOODBAN. Thank you. I am speaking to you today as the Executive Director of Chicago Tribune Charities. The Charities raises funds through the sponsorship of special events and donations from Chicago Tribune readers and disburses those funds in the forms of grants. In 1988, our grants totaled nearly $1.8 million, of which more than $325,000 went toward literacy programs. During 1989, literacy grants are expected to exceed half a million dollars.

Adult literacy is a natural interest for any newspaper, but our concern stretches far beyond the hope of increasing the newspaper reading population. According to Gordon Berlin and Andrew Sum, illiteracy is correlated with 75 percent of the unemployed, 85 percent of juveniles appearing in court, 60 percent of prison inmates and 33 percent of mothers receiving Aid to Families with Dependent Children. On the local level, a 1987 survey found that one million adults in Chicago do not read above a sixth grade level and less than 1 percent of those adults are enrolled in literacy programs.

There are several other compelling reasons that make literacy a most important area for grant making. One of these is the job readiness of the work-force, which relates to the economic viability of the community, and of course, the country. This is especially true in an era when what is termed "functional literacy" requires an ever higher level of competence and achievement. Our grants go to programs that integrate the acquisition of basic skills to job training and employment opportunities. Such a link strongly enhances student motivation and retention.

A second, particular critical, problem is parents who lack basic skills. Their children are less likely to be readers, thus continuing the illiteracy cycle. The Charities supports family literacy programs that weave the education of parents together with the education of their children. We also support programs for high school drop outs who may, in a non-school setting, continue their basic education or earn the GED.

Because we are located in a large multiethnic city, we support literacy programs serving those communities. Our preference is to support professionally staffed literacy programs, because many of those who are illiterate need the expertise of trained teachers or specialists in learning disabilities. Many of these programs are targeted to reach particular minority groups, such as Latinos, American Indians or Southeast Asian refugees.

We are aware of the difficulties that many neighborhood based organizations have in providing adequate services, and thus fund programmatic and managerial assistance to improve their quality. Additionally, grants are directed to research and advocacy efforts to strengthen the field of adult literacy.

I support the intentions of the proposed Illiteracy Elimination Act of 1989. My only concern is that in some areas the act does not reach far enough.

I am going to deal with each of the title areas very briefly one by one.

Title I. I recognize the need for coordination of literacy initiatives, as well as research efforts. Particularly important here is research on the most effective program modalities and the dissemination of the results of that research.

Title II. I support the increases in the authorization for the Adult Education Act. Professionally trained staff and attention to learning disabilities are essential components to serve illiterate adults effectively.

Although the legislation would require each state to allocate funding to the needs of persons unemployed due to low basic skills, I believe that the situation calls for more stringent requirements. Federal funding for literacy should be integrated into a continuum of service that links the provision of basic skills to job readiness, job training and employment programs.

Title III. I strongly endorse efforts to break the cyclical nature of the literacy problem. Programs that target pre-school and 0 to 3 year old are vital to effective intervention.

Title IV. Books for families are worthy of support, but only if integrated into programs that teach or embrace reading skills. Also, parents need to be taught how to stimulate their children's interest in reading.

Title V and VI. There is an important role for volunteers in the literacy movement and Federal support for such efforts is welcome. However, volunteers most often should be considered a supplement to, not a substitute for, professional staff, as we just heard George Hagenauer mention. The challenges presented students with special needs, who are learning disabled or who may have failed in traditional school settings, require thoroughly trained and experienced professionals for success. The Federal government should not skimp on funding for the training and support of professional adult educators in favor of volunteers.

Finally, two points on how the Federal government can encourage private sector support for adult literacy. The first is for the

Federal government to realize that the private sector is not in a position to fill in gaps in services. Neither my company, nor other private sector companies combined, have the resources available to maintain the level of adult education services needed in this country. The Federal government must assume responsibility for the provision of sufficient operating support to sustain the level of services required. At the same time, positive measurable results should be required for continued funding.

Second, Federal monies should center in on program methodologies that have proven records of success. Private sector funds can then be directed toward the newer, untried approaches and bear the risk of programs with unknown outcomes. However, it is the role of government to support those programs once they have proved both efficient and effective. Only with this kind of partnership can we hope to make progress in joint effort to eradicate adult illiteracy.

Thank you, Senator.

[The prepared statement of Mr. Goodban follows:]

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Senator SIMON. I thank you very, very much. I was interested in your last two paragraphs of your statement because there is an assumption on the part of a lot of people that somehow if we can just get enough volunteers, we are going to solve this problem. That does not recognize the massiveness of the problem, and it does not recognize the role that a foundation plays. And that is, in the pioneering which basically most foundations or private sector groups do not want to get involved in sustaining programs. They want to be on the cutting edge so they can demonstrate what works.

Mr. GOODBAN. That is correct.

Senator SIMON. But in that connection you are providing $325,000 this past year for literacy programs. And you have reviewed these programs. As you look at literacy programs, have you seen and maybe, Ms. Hopkins, you have also had a chance to look at other programs other than the one that you are involved, what is it that you have seen that makes a program effective and some more effective than others? Are there any general guidelines? I would be interested, Ms. Hopkins, if you would care to comment on that too. First, if I may call on you.

Mr. GOODBAN. I think, Senator, one of the things that we found is that programs that are professionally staffed and that have people who are well qualified teachers really make a tremendous difference in terms of the quality of teaching, and thus in the rate of progress of students. And that is in no way to denigrate the volunteer programs. They are extremely important.

The other thing that relates to this is, of course, the whole difficulty of delivering services in areas of the city where many volunteers may not wish to go. And that is a sad fact, but it is true. And again, I believe that neighborhood based programs are extremely important. In many cases, people find it very difficult to travel when they are illiterate and they find it a more intimidating experience. Therefore, they need to have those programs available in their neighborhoods.

And so, we have obviously tried to support a wide variety of programs. We support volunteer programs. We also support professional programs and we are particularly keen on seeing the delivery of service in the neighborhoods and believe that that can make a substantial difference.

Ms. **Hopkins**. Consistent tutors. We find out that our tutors start coming and then the tutors either find jobs or jobs change, and that breaks the whole breakdown of the tutee. We need a program to make the tutor want to come or either hired staff. I believe we need hired staff and then people look at it more differently when they are hired than when they are to be a volunteer.

Senator **Simon**. And what about, if I can use Cabrini Green as an example, and I agree completely with what both of you say, but I remember the first time I wanted to visit Cabrini Green my staff did not want me even to go to Cabrini Green. To get people to reach into that area where the need is great it is not going to be easy, is it, or isn't it? Now, does Emerson House reach into Cabrini Green?

Ms. **Hopkins**. Right. Because of me, they did, but because I am so familiar with the neighborhood this is why we have expanded to Cabrini Green.

Senator **Simon**. And are you getting volunteer tutors there in your program?

Ms. **Hopkins**. No. Not from Cabrini Green.

Senator **Simon**. And realistically, to get tutors you have to hire tutors there?

Ms. **Hopkins**. We have volunteers.

Senator **Simon**. Oh, you do have volunteer tutors?

Ms. **Hopkins**. Yes.

Senator **Simon**. I am sorry.

Ms. **Hopkins**. But they come and then they come for two weeks and then they drop. Then we have to get more tutors. That is the problem. The people coming in they get tired of different teachers all the time.

Senator **Simon**. Did you want to add something?

Mr. **Goodban**. I was just going to say, there are a number of programs in the Cabrini Green area. I think there are a couple of things that might be helpful. One is to try and get the parents of the children who are going to school there involved in programs, and one of the things that we would like to do is we would like to get some programs started with some of the elementary schools there. Although, they are already doing certain things in those schools in relation to providing books for reading for children's pleasure. I think if we could coordinate programs and get the parents involved that would be helpful.

That also ties into another thing that you mentioned, Wanda. That is the whole idea of getting people who are residents of CHA buildings involved in the management and the welfare of those buildings. I know that Vince Lane is working toward that as much as he can, and there are some programs involved in that. But it is extremely important that we have the delivery of services in that particular location, and other public housing areas.

I could give you a brief antidote. We tried to get a major educational institution to do a program in Cabrini Green. And when we actually got down to the final nitty-gritty, they say they preferred to bus the people out of Cabrini Green to one of their locals rather than come into Cabrini Green to provide the services which destroyed the whole purpose of the program, which was to enable people in Cabrini Green to see that there are programs there and that they are available. And that is the way you are going to get people.

Senator SIMON. How far is Emerson House from Cabrini Green?

Ms. HOPKINS. We are 645 North Wood, and Cabrini starts from Halsted——

Senator SIMON. That means you are six or eight blocks from Cabrini Green?

Ms. HOPKINS. I would say about 10.

Senator SIMON. Ten, okay. And do people who want help come from Cabrini Green or to Emerson House? How do you work that?

Ms. HOPKINS. No. I come—I go to them. I deal in all the schools in the City of Chicago of Cabrini Green. I go in all the schools. I go to them if they need help.

Senator SIMON. And you go to the schools you say or to their——

Ms. HOPKINS. Right. Community, wherever.

Senator SIMON. All right. Good for you. You are a great asset. If I may ask, you talked about the needs for getting parents involved and working with the schools. If all of a sudden Jim Compton, the new president of the School Board were to say, Nick Goodban, what should we be telling the new superintendent of schools, what kind of instructions would you want him to receive?

Mr. GOODBAN. I would ask the new superintendent of schools to emphasize one thing in all of the public schools, and that is spending time on tasks. In other words——

Senator SIMON. Time on what?

Mr. GOODBAN. Time on tasks, which is a very simple principal that we have known about in education for years and years and years. Basically to spend an adequate amount of time on the very basic essentials, the reading, the writing and the arithmetic because those are the foundation stones in which everything else is built. And I do not believe that there is enough time spent on those very vital tasks.

I have three other, just brief, points that I would like to make and I will try and make them as quickly as possible. We have excellent research in this country on preventive programs. For example, we know that Head Start is an extraordinary effective program. We should be implementing it and putting a lot of resources behind that.

The second thing is, I think the programs for young people who are now or soon will be parents, are most important for a couple of reasons. First of all, in terms of breaking the cycle of illiteracy as we have learned. And second, if those people are to be employed and to provide the kind of role models necessary for their children that is a particularly important population to get at. In other words, that means reaching high school drop outs, it means reaching teenaged mothers, and really focusing on that particular age level. And that is not in any way to discriminate in an ages way, but it is to look at a reality.

And the third thing is that I do believe strongly as I said in the testimony, attention ought to be paid to providing literacy in conjunction with job training programs. It is so important with the level of achievement going up and up and up in the future if we are to have a qualified work force.

Senator SIMON. Thank you. Let me, if I may ask, I do not mean to put you on the spot here, Ms. Hopkins. You went how far in school?

Ms. HOPKINS. Two years in college. I attended Wilfred Wright College.

Senator SIMON. And may I ask what you are being paid right now where you work?

Ms. HOPKINS. Approximately $3 an hour.

Senator SIMON. You are a tremendous asset to the City, and what we have to do for—are there other people, and frankly they ought to be paying you more——

Ms. HOPKINS. Fifteen Vista Volunteers work along with me.

Senator SIMON. All right.

Ms. HOPKINS. And sometimes put in 12 hours a day. That brings our salary down to approximately $1.85 an hour.

Senator SIMON. All right. We are fortunate to have both of you in this area. I thank you very, very much for your testimony. (Applause)

Senator SIMON. Our final panel, Noreen Lopez, the Director of Adult Education Center for the Illinois State Board of Education, Dr. Barbara Cordoni who is a Professor at Southern Illinois University, Director of the Achievement Program there, and Hartzel Black, the Dean of Correctional Education at Southeastern Illinois Community College working at the Correctional Facility at Vienna, Illinois. We thank all three of you for being here.

Ms. Lopez, we will start with you.

STATEMENT OF NOREEN LOPEZ, DIRECTOR ADULT EDUCATION CENTER, ILLINOIS STATE BOARD OF EDUCATION, SPRINGFIELD, IL

Ms. LOPEZ. Thank you. I am here as the State Director of Adult Education, and I certainly wish to thank you, Senator, for conducting this hearing. You are to be commended for your foresight and your tenacity over the years in trying to deal with the problem of illiteracy.

The national data is well known and will not dwell on that. But I would like to point out some of the statistics relative to Illinois.

In Illinois, the census data indicate that more than 2.5 million adults over the age of 18 do not have a high school diploma. Almost one-half million adults are in need of English as a Second Language within this state, comprised of immigrants, refugees, and those who are in the process of gaining amnesty. We also know that the number of drop outs continues to go on, and over the four year period, about 25 percent of entering high school freshmen drop out before completing high school.

Of the more than 100,000 adults served in the public programs annually in Illinois, almost 60 percent are minority students. Adult education offers the opportunity to drop outs and immigrants alike, to meet the new demands of the family and the work force. My own background in the area of literacy began in the 1960's in a community based organization serving migrant and seasonal farm workers. Since then I have been involved with a community college, a university, and now the state education agency. Many things have changed and improved, others unfortunately have not. Public and private programs are still significantly under funded. Part-time teachers carry the major burden of instruction, teacher training, the use of technology, research and dissemination are woefully inadequate.

The history of adult education in Illinois has been long and noteworthy. Starting 25 years ago with a contract with the Department of Public Aid to serve public aid recipients. Today we have about 88 programs through the public system, full time and part-time, in over 3,000 locations. Many of those in community based organizations. Some community based organizations are also funded through sub-contracts with local education agencies.

Of all the students served by the state board funded programs, approximately 41 percent are at the very basic level reading less than sixth grade. Thirty-one percent from sixth to the ninth grade. There were 40,000 adults in English as a Second Language, or almost 38 percent of the total adults served in Illinois.

In addition, under the Immigration Reform and Control Act, another 35,000 ESL students are being served today.

I would like to address some specific recommendations you have within your proposals regarding literacy.

Under Title I. Both the Federal Cabinet Council and Office on Literacy are desirable to coordinate activities at the national level. Missing in this plan though is a structure or incentive for coordination at the state and local level. With administration costs limited to 5 percent under the Adult Education Act there is little incentive to invest the significant time required for coordination. I recommend adding a provision in the Adult Education Act which would allow states to utilize funds at the state and local level for specifically, coordination efforts with other literacy providers, voluntary agencies, community based organizations, and the SDA's. Such a set aside would provide an incentive for very time consuming, critically important coordination activities.

The National Center for Literacy is urgently needed. The State Literacy Resource Center is also necessary. Some states do have various kinds of resource centers, and I recommend that these state centers be administered through the state agencies so they can better be coordinated with existing resource centers currently funded.

Under Title II for Workforce Literacy. Illinois fully supports a diverse delivery system for literacy services. Such a system should foster the involvement of public schools, community colleges, and other public or private nonprofit agencies. Currently, Illinois funds public schools, community colleges directly and community based organizations through sub-contracts. A Federal requirement to provide direct funding to CBO's would require a change in state legislation. This may be true in more than 20 other states which also do not fund CBO's directly.

I am concerned with a mandate in the Federal law that would require direct and equitable access for all entities. This limits the state's flexibility in determining the most efficient and effective system given local needs and extremely limited resources.

With the infusion of significant funding under the Immigration Reform and Control Act, we have expanded our services to include 36 community based organizations. But neither the local education agencies or the community based organizations receive direct funding from the state board. We are contracting with only one agency who then sub-contracts with all other providers. Such a requirement as currently listed in your legislation would eliminate that kind of flexibility, and I feel, create some problems for us.

Most states, I believe, would expand to more public and private providers if adequate appropriations were available, but adequate funding has been lacking to expand to new providers. States must be allowed the flexibility to determine how best to serve those most in need.

One approach that might provide demands from new providers while not penalizing existing providers would be to require access to these funds by nonpublic providers once the appropriation level for basic state grants has reached $300 million. This would allow states time to prepare new state legislation if necessary, and to more adequately fund existing service providers who continue to have waiting lists.

Even with this option, flexibility is extremely important. The Workplace Literacy Program is one that should be expanded in its authorization to $100 million by fiscal year 1991. The demand in the work place is growing constantly. Numerous programs in Illinois already provide such situations with over 264 classes on site, and 207 off-site in cooperation with business and industry.

One area notably missing in this title is the demand for increase in English as a Second Language Services. If not addressed as a separate authorization, it must at least be addressed as a major activity and proposed increases in the authorizations for the Adult Education Act must be doubled. Illinois has set aside $36 million out of immigration funds for English as a Second Language to serve approximately 100,000 students in amnesty. This funding exceeds all other sources of Adult Education funds which total only $21 million and allow us to serve 100,000 in Adult Education annually. But these funds under amnesty will be redirected by fiscal year 1991, and everyone expects the Adult Education Act will pick up those services.

Also important under this Title is the need for expanded technology. Our adults must become familiar with the use of computers so they can adapt in any work setting.

While critical, merely increasing authorization levels is not sufficient. And I must put in a plea, that the appropriations would equal the authorization levels to provide the expanded services needed for all populations.

Little has been said on teacher training, but it is an extremely important component. And Section 353 of the Adult Education Act which has provided for those who are teaching or who are preparing to teach has proved most valuable. Illinois System of Service Centers for staff training has provided free service and in-service training for tutors, for teachers, and administrators in Federally funded and nonfunded programs alike. Such things must continue with far more information on learning disabilities and how to work with students who have learning disabilities.

Families for Literacy. We wholeheartedly support the concept of family literacy in the attempt to break the intergenerational cycle of illiteracy. Illinois has funded 20 such projects with approximately $.5 millions. The Even Start Program should be authorized to at least $50 million with the appropriations to match. It should, however, be expanded beyond Chapter I schools and LEA's as eligible applicants.

Titles IV through VI. These Titles all provide desirable services. Must has been done in the State of Illinois with the Secretary of State's Literacy efforts and the use of volunteers. There is still, however, the need to coordinate all these services at the state and local level.

One last general comment and concern that relates to the maintenance of effort under the Adult Education Act. This is proved extremely discouraging for states in terms of collecting data because if there is anything that is not maintained as effort that is being provided in the state, the state could lose all of its Federal funding. A simple example would be, that if a community based organization receives some funding from Tribune Charities one year and not the next year, we could conceivably lose all our Federal funds. This is an unnecessary requirement since there is a state match requirement. I urge the elimination of the maintenance of effort, and if not eliminated entirely, that it be redefined in terms of those funds over which the state education agency has some control.

[The prepared statement of Ms. Lopez follows:]

PREPARED STATEMENT OF NOREEN S. LOPEZ

Introduction

Mr. Chairman, I wish to thank you for the opportunity to provide testimony before the Subcommittee today as we address a most serious issue affecting the economy and the quality of life in the United States today and in the future.

You are to be commended for your foresight and tenacity in addressing the problem of illiteracy. While it has gained much attention in the media and recent studies such as Workforce 2000, little has been done to address solutions to the problem. The proposed Illiteracy Elimination Act of 1989 finally begins to present some realistic measures to improve and expand upon existing literacy services.

The national data have been presented frequently: Seventy-five percent of the American workforce in the year 2000 are adults today; 20-30 million of these adults are estimated to have serious problems with basic skills; 3-4 million adults are limited English proficient; school reform will not solve the problem of adult illiteracy at least not in the near future.

In Illinois, census data indicate that more than 2.5 million adults over the age of 18 have not completed high school, over 300,000 are immigrants, 11,000 are refugees and 130,000 are in the process of gaining permanent residency under the amnesty program. If trends continue as in the past, approximately 25% of entering high school freshmen will drop out of school before completing their diploma requirements. While adult education and other alternative programs seek to remedy this situation, the demands of society for an educated workforce are ever increasing. As low-skilled occupations decline and service occupations rise, educational requirements in the area of basic skills increase. Functional literacy is a necessity, and a high school diploma is frequently the minimal requirement for any job.

Efforts to improve elementary education opportunities, coupled with efforts to expand adult literacy, will positively affect current and future generations. Programs to educate and train the unemployed, the dropout, the public aid recipient, and others can lead to better role models and economic self-sufficiency.

[illegible] in reading, writing, math and critical thinking is essential for a productive society. The economic development of the state is dependent upon its meeting the challenges to provide an educated workforce for today and the future.

As stated in "Our Future at Risk", a report of the Joint Committee on Minority Student Achievement of the State Board of Education and the Board of Higher Education, "We face the economic necessity of having as many of our people as possible complete high school or some level of education beyond high school." Our future is at risk because our educational system is not preparing our future workforce - especially minorities - to meet job requirements.

Of the more than 100,000 adults served annually in Illinois, almost 60% are minority students. Adult education offers the opportunity to dropouts and immigrants alike to meet the new demands of the family and the workforce.

As important as educating the workforce is educating parents who so significantly impact the lives and learning of their children. Parents who learn to read provide more help to their children and assist them in being successful in school. In "Toward a More Perfect Union: Basic Skills, Poor Families and Our Economic Future", two very important findings support family literacy as a means to improve both the parent's and child's level of education.

- An extra grade of attainment for the mother was associated with an extra half-grade equivalent of achievement for her children.
- A mother who completed high school was a significantly more important determinant of the school enrollment of 16- and 17-year-old youth than whether the mother was married or whether she had an additional $10,000 in family income per year, although both of these factors were also important.

[illegible]

My own background in the area of literacy began in the 1960's with a community based organization serving migrant and seasonal farmworkers. Funding for educational services was provided through a cooperative contract with local education agencies accessing federal funds through the State Board of Education. Since then my experience has included employment with a community college, university and state education agency. While great strides have been made in many areas, little has changed in others. Publishers now recognize the need for adult materials; the public is more aware of the problem of illiteracy; and volunteers are used far more extensively to assist in the literacy effort. However, public and private programs are still significantly underfunded; part-time teachers carry the major burden of instruction; teacher training, the use of technology, and research and dissemination are woefully inadequate.

The history of adult education in Illinois has been long and noteworthy. The first programs were offered to public aid recipients 25 years ago under a contract with the Illinois Department of Public Aid. Full time adult centers were established across the state including the Chicago Board of Education, Black Hawk College, Urbana Adult Center, Mattoon Area Adult Education Center and Venice/Lincoln Technical Center.

These and other full time centers continue today along with numerous part time programs. There are 88 programs across the state today in over 3000 locations serving more than 100,000 adults annually. In Chicago, approximately half the federal and state funding is administered through the Chicago Board of Education full time centers and half through the City Colleges of Chicago, many housed in community based organizations. Several CBO's are funded through subcontracts with local districts, including PACE Institute, Elgin YWCA, the Illinois Migrant Council, and El Centro de Informacion.

Of all the students served by State Board funded programs, approximately 41% are at level I (0-5.9) 31% at level II (6-8.9) and 28% at level III. The English as a second language (ESL) population served has grown from 26,000 in FY85 to 40,000 in FY88, or almost 38% of the total served.

Under the Immigration Reform and Control Act (IRCA), over 35,000 additional ESL students have been served since October, 1988. Rather than relieving the demand for ESL on the federal adult education program, it appears there is still increasing demand for services from the non-amnesty population. The programs under IRCA have been expanded to allow 34 local education agencies and 36 community based organizations to provide services under a sub-contract with the Jewish Federation of Metropolitan Chicago and Latino Institute which serve as the prime contractors for all state educational services under IRCA.

Improving Federal Literacy Efforts

I will address the various components of the Illiteracy Elimination Act of 1989 as outlined in the materials I received June 30, 1989 and address others I feel should be incorporated.

Title I. The Literacy Coordination, Research and Information Improvement

Both the federal Cabinet Council and Office on Literacy are desirable to coordinate activities at the national level. Missing in the plan for coordination is a structure or incentive for *coordination at the state and local level*. With administration costs at the state and local level limited to 5% under the Adult Education Act (AEA) there is little incentive to invest the significant time required for adequate coordination. I *recommend* adding a provision in AEA which would allow states to utilize funds at the state and local level for coordination with other literacy providers, voluntary agencies, CBO's, SDA's, etc. Such a set aside would provide an incentive for very time-consuming but critically important coordination.

The National Center for Literacy is urgently needed. A State Literacy Resource Centers Program is also necessary, particularly where no such centers currently exist. I recommend that these state centers be administered through the state agency responsible for adult education so they can be coordinated with existing resource centers funded by many states, such as Illinois.

Title II. Workforce Literacy

I fully agree with the purpose of this title regarding the need to improve educational opportunities, expand and improve the current system and encourage the expansion of adult education teacher training programs.

Illinois fully supports a diverse delivery system for literacy services. Such a system should foster the involvement of public schools, community colleges, and other public or private non profit agencies to best meet the needs of a diverse student population. Currently Illinois funds public schools and community colleges directly and community based organizations through sub contracts. A federal requirement to provide direct funding to CBO's would require a change in state legislation. This may be true in more than 20 other states which also do not fund CBO's directly.

I am concerned with a mandate in the federal law that would require "direct" and equitable access for all entities, public or private. This limits the state's flexibility in determining the most efficient and effective system given local needs and extremely limited resources.

With the infusion of significant program funding under IRCA, but limited funding for SEA administration (1 1/2%), Illinois has expanded the number of CBO's being funded. However, neither the CBO's nor the LEA's are receiving "direct" funding. The state is contracting with one agency which in turn subcontracts with 71 providers of direct service.

Why is "direct access" more important than "access"? If adequate funding for services were available, states would expand to more public and private providers in the manner most appropriate within their own state.

Illinois has only 50 local education agencies participating in the adult education program currently. All 39 community colleges participate and several CBO's. While many more have expressed a desire to participate, funds have been lacking to expand to new providers. With 80% of the literacy services currently being provided through public agencies, and such inadequate appropriations, states must be allowed the flexibility to determine how best to serve those most in need. This is not best decided at the federal level.

There are options available to meet the demands from new providers, while not penalizing high quality existing providers. One approach would be to require access to AEA funds by non public providers once the appropriation level for the basic state grants has reached $300 million. This would allow states time to prepare new state legislation if necessary and to more adequately fund existing service providers.

Even with this option, flexibility for implementation should be allowed so states can best determine whether "direct" access to funds is the most efficient and effective approach.

The workplace literacy program authorization should be expanded to $100 million by FY91, and such sums thereafter.

The demand for workplace literacy is growing constantly. It is better to provide the employed literacy services before they become dislocated workers due to a lack of appropriate basic skills. The workplace literacy provisions in the Adult Education Act best allow for this.

The area most notably missing under this title is the demand for increased ESL services. If not addressed separately in authorizations, it must at least be addressed as a major activity and proposed increases in the authorizations for the AEA must be doubled.

Illinois has set aside $36 million out of IRCA funds for ESL, civics and other adult education services for eligible legalized aliens (ELA). This funding exceeds all other sources of adult education funds, federal and state combined (approximately $21 million). For the first time in my experience we finally have adequate funding for ESL adult education services. But these funds will be redirected by FY91 with the anticipation that ELA's and other non-English speaking adults will be served under AEA. As indicated previously, this population has been growing steadily and is projected to continue to grow.

Of great importance, but not mentioned in this Title is the need for expanded technology in adult education programs. All adults seeking employment must overcome any fear of computers. The more practice on computers students have in a learning setting, the better they can adapt in the work setting.

While critical, merely increasing authorization levels is not sufficient. The appropriations must equal the authorization levels to provide expanded services for all populations, utilizing the latest technologies and research on effective practices.

While little was said on teacher training, I would re-emphasize that training of those "teaching or preparing to teach" under Section 353 of the AEA has proven most valuable. Illinois' system of service centers for staff training has provided pre-service and in-service for literacy tutors, teachers, and administrators in AEA funded and non-funded programs alike. Such training remains a critical element in providing quality programs. One area requiring far more attention in training is that of learning disabilities. It must be recognized that this is frequently a problem among many adult learners and teachers must receive training on diagnosing and using appropriate techniques for the learning disabled.

Title III. Families For Literacy

I wholeheartedly support the concept of family literacy to break the intergenerational cycle of illiteracy. Illinois has funded 20 such projects for FY89 and FY90. The Even Start program should be authorized at $50 million with appropriations to match. It should however be expanded beyond Chapter I schools and LEA's as eligible applicants.

Titles IV-VI

These titles provide desirable services for the expansion of accessibility to books and literacy services through student tutors and volunteers. My only concern in relation to these programs is associated with the need to coordinate all these services at the state and local level for efficiency and effectiveness.

One last general comment and concern relates to the maintenance of effort provisions in the Adult Education Act. The current provision requiring 100% maintenance of effort or a loss of all federal funds, actually serves as a disincentive to accurate reporting and expansion to other providers. Since there is already a state match requirement, which is under the control of the state education agency and legislature, it is unnecessary to add the maintenance of effort provision. It has been interpreted so broadly in the rule that it includes all "effort" in the state, whether the SEA has any control over it or not. For example, a CBO receiving private funds one year and not the next for adult education services could cause the loss of the full AEA grant to a state. Surely this was not the intent of Congress. If not eliminated entirely, maintenance of effort should be redefined in terms of those funds over which the SEA has control.

behalf of low literate adults in Illinois and the rest of the nation. If I can provide any further information please do not hesitate to ask.

Senator SIMON. I thank you very much. Incidentally, for all of our testimony, the staff will go over all of this and come up, you know, with—I can't say we are going to accept every suggestion that is made, but we will be reviewing the legislation in view of your suggestions.

This is a question that maybe I should direct to the staff or to you. When you say the states do not have flexibility in terms of determining, do we maintain standards—do we authorize standards or how do we—I am not sure who I should. The question is, the complaint is, that the states are not allowed flexibility in terms of who gets grants, and they want to maintain some flexibility. Now, the question is whether there are any requirements in terms of—I can see that there ought to be some flexibility that everyone who comes along and says we have a literacy program doesn't just automatically get funded.

Pat Fahy. Exactly. Currently under the Adult Education Act, as you are aware, the Federal law is somewhat ambiguous, and each state it varies. Currently in Illinois, CBO organizations such as this are prohibited, basically, from receiving funds under the Adult Education Act in the State of Illinois. And that is because of, as you say, it would take a state law to change that or state legislation. Each state varies, but of course, anyone that we would want eligible, we are trying to correct some of this at the Federal level. But at the same time though we would expect any program such as this receiving funds under the Adult Education Act to be under the same requirement as any public agency receiving funds. In other words, the same auditing procedures, and what have you. So we are trying to change the Federal law.

Senator SIMON. But that doesn't quite answer my question. The question is, do we make some minimum requirements in terms of ability to handle a program in order to get——

Pat Fahy. Sure. Yes. There are certain things that would have to be mandated. The application process of a lot of those would be added at the state level, I should say. There are only certain requirements they must meet at the Federal level, but you——

Senator SIMON. And I guess what you are, as I read your testimony here, you are concerned that you do not have the flexibility to add those requirements.

Ms. LOPEZ. Well, we currently have that flexibility. What is outlined in this proposal would require that we have direct funding to community based organizations, and that would effect some of our flexibility. We currently provide some funding to community based organizations because our law allows us to have sub-contracts. It does not allow us to contract directly with community based organizations. The proposal here seemed to be that it required direct funding.

The thing, as I said, what we have done under the Immigration Act is that we have contracted with only one agency and then that agency has in turn sub-contracted with all of the local education agencies and community based organizations. Under the proposal that I see within the outline here, we would not be allowed to do that and it has—it reduces the amount that we have to spend on administration at the state level because the compiling of all the reports, the data, and some of the administrative stuff is then handled at that local level. And this proposal as I see it in here right now where it states it would have to be direct, we would have to probably double the number of agencies that we are funding. And I think we would find it very hard to gear up for that kind of thing. Plus, we would have to change our state law.

Senator **Simon**. You mentioned the Immigration Law and English as a Second Language, I also serve on the Immigration Subcommittee. As the demand from the amnesty program fades, will the demand for English as a Second Language also fade?

Ms. **Lopez**. I think it will diminish some because the requirements will have been met by the individuals, but I know from experience that the number of people who have become involved will, a large number will continue to be involved. The state however, is projecting that the demand on health and welfare benefits will increase. So the amount coming in from Immigration that Illinois has been putting into education will be redirected to other activities.

I think Illinois has been very, they have put a great deal of the money into education to try to reduce the number that will access public assistance later. But we are seeing individuals stay in the programs far beyond the minimum requirement of 40 hours. Many are staying in for up to 100-120 hours of instruction. We would see that continuing.

Senator **Simon**. Pat just handed me a note here saying that under the present system that this program here does not receive state funding. And I wonder if either of you or George Hagenauer could explain why that is the case and would this legislation help or not help in that. If I may ask you first, Ms. Lopez?

Ms. **Lopez**. Whether right now, whether or not local education agencies subcontract with voluntary agencies or other community based organizations is pretty much their own decision. And so we have several——

Senator **Simon**. So you leave that up to the Chicago public schools?

Ms. **Lopez**. Right. And in other parts of the state we do have several subcontracts. We have one agency in Chicago that receives a subcontract, but is from an agency outside of—it is through a local education agency that is outside Chicago. The city colleges and the Chicago Board of Education, part of the feeling is they already have more demand on the funds that they receive and waiting lists, and they are unwilling to contract with somebody else when they do not have adequate funding to provide the services themselves.

Senator **Simon**. All right. Dr. Cordoni, happy to have you here.

STATEMENT OF DR. BARBARA CORDONI, PROFESSOR, SOUTHERN ILLINOIS UNIVERSITY, DIRECTOR ACHIEVEMENT PROGRAM, CARBONDALE, IL

Ms. **Cordoni**. Happy to be here. Senator Simon, Literacy Volunteers and honored guests, I am grateful for the opportunity to come before you this morning to speak about this topic which is of great concern to our nation. Because my field is learning disabilities, the major focus of my presentation will be on that topic.

Adult illiteracy is a tragedy which takes a frightful toll on the human soul. Illiteracy is Ginny, a 35 year old, single mother of two, who must depend on her 10 year old daughter to read a recipe or the instructions on her small son's bottle of medicine. It is Marc, who at 30, is still forced to live with his parents. Marc cannot read well enough to get a job which would enable him to rent an apartment. These are my students. They are two of the 135 students in the Achieve Program at Southern Illinois University at Carbondale, a university support program for students with learning disabilities who want to earn college degrees. The program is 12 years old and was originally funded by the then Department of Education, an effort which Senator Simon, thankfully helped and supported.

We accept our students on a first come, first serve basis. We have served students from every state, although most of them are from Illinois, and from eight foreign countries. They are remarkable. While across the nation the college freshman drop out rate is steady at between 25 and 27 percent, 83 percent of our students go on to graduate with a college degree in their fields. They have only one thing in common, a history of school failure. Yet the new breakfast room on our house was designed by an architect who is a former Achieve student. When he came to us at the college his reading level was that of the eighth month of first grade.

My students are a value to society, they do not yet value themselves. They are aliens in a world which values achievement, and they often feel alienated from society as you have heard so pointedly already this morning. One of my students began a speech with this sentence, "The stench of inadequacy—I reek of it." What a vocabulary, but what pain. He could not read the words, he could not spell them, but he could say them and he could feel them.

Having read the summary of the Illiteracy Elimination Act of 1989, it is important that I address some specific issues within it. First, I am very glad to see the 15 percent set aside funds to train service providers to identify learning disabilities. Both Ginny and Marc were recognized by literacy volunteers whom I and my assistant had trained. Marc recently said that he learned more in those four months with the literacy volunteers than he had throughout all of his school. However, you will remember that Public Law 94-142, the Education of All Handicapped Children's Act, also provided set aside dollars, in that case to train regular education teachers to work with the handicapped. Most educators do not feel that effort has been as successful as one would wish. Therefore, the training effort as set forth in this Bill must be specific to the task and efficient. It must be standardized across the land unlike the unstandardized training which occurred with Public Law 94-142.

The training of the literacy volunteers is also critical. It must be eclectic in nature because no one reading method is effective for all people with learning disabilities. If one knows only one method of teaching, some students will be lost because they will give up when they are not quickly successful. As the old adage states, when one has only a hammer, one tends to treat everything else as a nail. My learning disabled students may need an entire tool box.

In our program, we teach our students to read using whatever program will meet each individual's needs based on thorough diagnosis of those needs. In my opinion, this diagnostic component is the missing link in most efforts, but the one which can ensure success if incorporated into literacy programs, for despite what you might have heard or read, people with learning disabilities do demonstrate specific patterns in their strengths and weaknesses. These patterns are different from those demonstrated by the individual who does not read for other, no less important reasons. This diagnostic component is what we taught to literacy volunteers in Southern Illinois and that knowledge is what enabled them to recognize Marc and Ginny.

Student volunteer programs can be most effective. Some of the Achieve students serve as big brothers and sisters to learning disabled children and adolescents in our public schools. In addition to canoe trips and ballgames, they work with them on reading a recipe, making cookies, helping them to understand that driver's education manual, and help them to have some hope for the future.

College work study programs are another effective way to work with people with learning disabilities. An average of 134 undergraduates, many of whom are college work study students, tutor the Achieve clients that we have in their academic areas.

I am pleased that the Bill encompasses all of these elements. It represents a very important step. But people with learning disabilities want the same things that all of us want for our children, a job which can bring in enough income to support a home and a family, leisure time to do the kind of things that we enjoy, and self respect. Literacy is the key to those dreams. Over 700 of my former students can tell you about that. There is a sign in my building and it has a quote by Horace Mann and it says, "Be ashamed to die until you have won some victory for humanity."

Thank you for allowing me to be a very small part of your victory.

[The prepared statement of Ms. Cordoni follows:]

PREPARED STATEMENT OF BARBARA J. CORDONI

Chairman Pell, members of the Committee, Literacy Volunteers, honored guests, I am grateful for the opportunity to come before you this morning to speak about a topic of great concern to the future of this nation. Because my field is learning disabilities, the major focus of my presentation will be on that topic.

Adult illiteracy is a tragedy which takes a frightful toll on a human soul. Illiteracy is Ginny, a thirty-five year old mother of two, who must depend on her 10 year old daughter to read a recipe or the instructions on her small son's bottle of medicine. It is Marc, who at 30, is still forced to live with his parents. Marc cannot read well enough to get a job which would enable him to rent an apartment. These are my students. They are two of the 135 students in the Achieve Program at Southern Illinois University at Carbondale, a university support program for students with learning disabilities who want to earn college degrees. The program is 12 years old and was originally funded by the department of Education, an effort which Senator Simon supported.

We accept our students on a first come first served basis. We have served students from every state and from 8 foreign countries. They are remarkable. While across the nation, the college freshman dropout rate is steady at between 25 and 27%, 83% of our students earn degrees in their fields and graduate. They have one thing only in common, a history of school failure, yet the new breakfast room in our home was designed by an architect who is a former Achieve student. His reading level when he came to us was that of a child in the eighth month of first grade.

My students are of value to this society, they do not yet value themselves. They are aliens in a world which values achievement, and they often feel alienated from society. One of my students began his speech with this sentence: "The stench of inadequacy—I reek in it." What a vocabulary! What pain. He could not read the words, he could not spell them, but he could say them and feel them.

Having read the summary of the Illiteracy Elimination Act of 1989, I wish to address several specific issues. First, I am glad to see the 15% set aside funds to train service providers to identify learning disabilities. Both Ginny and Marc were recognized by literacy volunteers whom I and my assistant had trained. Marc recently said he had learned more in those four months than he had throughout school. However, you will remember Public Law 94-142, the Education of All Handicapped Childrens Act, also provided set aside dollars, in that case to train regular education teachers to work with the handicapped. Most educators do not feel that effort has been as successful as one would wish. Therefore, the training effort set forth in this bill must be specific to the task and efficient. It must be standardized across the land unlike the unstandardized training which occurred with P.L. 94-142.

The training of the literacy volunteers is also critical. It must be eclectic in nature because no one reading method is effective for all people with learning disabilities. If one knows only one method of teaching, some students will be lost because they will give up when they are not quickly successful. As the old adage states, if one has only a hammer, one tends to treat everything else as a nail. People with learning disabilities may need an entire tool box.

In our program, we tech our students to read, using whichever program will meet each individual need based on thorough diagnosis of individual strengths and weaknesses. In my opinion, this diagnostic component is the missing link which can ensure success, if incorporated into literacy programs, for despite what you might have heard or read, people with learning disabilities do demonstrate specific patterns in their strengths and weaknesses. These patterns are different from those demonstrated by the individual who does not read for other, no less important reasons. This diagnostic component is what we taught the literacy volunteers in Southern Illinois and that knowledge is what enabled them to recognize Marc and Ginny.

Student volunteer programs can be most effective. Some of the Achieve students serve as big brothers and sisters to learning disabled children and adolescents. In addition to canoe trips and ball games, they work with them on reading a recipe and making cookies, help them understand a driver's education manual, and help them to have hope for the future.

College work study programs are an effective way to work with people with learning disabilities. An average of 134 undergraduates, many of whom are college work study students, tutor Achieve clients in their academic subjects.

People with learning disabilities want the same things that all of us want for our children;a job which brings in enough income to support a home and family, leisure time to do the things we enjoy, and self-respect. Literacy can help those dreams come true. Over 700 of my former students can tell you about that.

Horace Mann once said, "Be ashamed to die until you have won some victory for humanity." Thank you for allowing me to be a part of this victory.

Senator SIMON. I thank you and I thank you for the excellent work that you are doing. To what extent, you help people within the state, you help people from other states and other countries, to what extent could every university in the nation duplicate what you are doing?

Ms. CORDONI. It would be so simple. It would be so simple. We do not do anything magical. The wonderful thing is, or the saddest thing I guess, is that every high school could do it too. Because what we do is not unusual. The difference between the Achieve Program and what goes on in the high schools and other colleges in this country is one important thing, well two. First of all, we diagnosis them to find out what the problem is. And second, we do not tutor them per se. We teach them how to learn. And there is a significant difference.

In our high school programs in Illinois, because I know that state best, we have LD Resource rooms and generally their purpose is to help the child get through that general academic class, the one he is having trouble with, or with several. But that doesn't mean that he knows how to apply that knowledge to the next academic class. And so it is like plugging lots of little holes and never plugging the big hole in the dam. It is never actually addressing the real major issue.

I gave Pat a copy of my position paper where I got a little bit petulant about that.

Senator **Simon**. All right. And how can we get other universities to do the same thing you are doing?

Ms. **Cordoni**. Well, I do a lot of consulting with them. I travel to a lot of universities to try to help them. The problem is almost always money. They can't find—it takes a committed person, and you have to be willing to pay that committed person at least some salary, and it takes a commitment on the part of the university. There is a very say commentary in this country which fortunately Southern does not share, as you know what our commitment to the handicap has been, you have been a part of it. But there are some schools who say, "If you read poorly or if you have a learning disability then you are less than our other students, you are less important and of less value to society than people who read much better than you. You will force us to water down our curriculum." And that is not true. My students take exactly the same courses as any other student.

Senator **Simon**. I like your story of your architect. When this is over I want to find out his name and address.

Ms. **Cordoni**. All right.

Senator **Simon**. You mentioned an average of 134 undergraduates, many of whom are college work students, tutor Achieve clients in their academic subjects. Of those who are not college work study students, college work study students receive some financial reward for doing it, are the others just volunteers?

Ms. **Cordoni**. Some are volunteers through courses, through an academic class they are taking, but the others we pay.

Senator **Simon**. OK. And do they get credit?

Ms. **Cordoni**. Yes. It goes both ways. We use them however we can get them.

Senator **Simon**. All right. Our final witness is Hartzel Black, the Dean of Correctional Education, Southeastern Illinois Community College. Very happy to have you here with us.

STATEMENT OF HARTZEL BLACK, DEAN, CORRECTIONAL EDUCATION, SOUTHEASTERN ILLINOIS COMMUNITY COLLEGE, VIENNA, IL

Mr. **Black**. It is a pleasure to be here today. I guess being the tail end represents what I represent, the prison system. If we do not take care of them before at the elementary level and high school level, they are going to end up in the prison.

Senator **Simon**. I should have mentioned in the introduction that last week's Parade Magazine, if any of you happened to see it, had a feature story about what you are doing at the prison system. Particularly, a story in connection with the ambulance drivers and their specific education.

Mr. **Black**. It should also be pointed out that we started with about 75 percent of those as being illiterate, not being able to read or write. Paul, you mentioned Southern Illinois in your opening comments. I remember many of our storefront meetings with you at the Round Knob store at—that happens to be my home, we are well aware of the illiterates and the need for literacy training in Southern Illinois.

I am here today representing the National Correction Education Association, as well as some of my personal comments that I will have relating to the Elimination Act of 1989. This Act represents some of the areas that corrections could get into. I will have some comments where I would like to see infused with some of HR-7's work and some of the National Correctional Education work that we are doing.

Seventy-five percent of our corrections population is illiterate. They are elementary and high school drop outs, unemployed. The majority of them are from poor family backgrounds. There is an absence of the family unit, from a poor environment, and an undesirable living conditions. It has already been said, and I want to reiterate the fact that if we put two parents together that are illiterates we can expect illiterate children.

It is my prediction if we do not follow through with your bill in the 1990's, by the year 2000 we may have a minority group of those being the employed with good math and reading skills, and the majority group will be the unemployed, illiterate, in and out of prison, and will continue on the welfare role. Thus, the rich will continue to support the poor in a big way.

Your bill contains many positive comments, yet, I do not see the word corrections literacy problems identified in the bill and it is very easy to overlook that when the money gets to the states. We do not have enough quality transition programs and post release programs to prepare for successful release of illiterate ex-offenders. By that I mean, the after care of a prison inmate when they leave prison. We need to expand the bill to give grants to community colleges, adult education centers for re-integration programs.

The six Titles proposed in your bill I feel are outstanding. I would ask staff to research, though, the correctional education national office we have in Washington, as well as the position, the desk that we have within the U.S. Department of Education for vocational education, and that if the research council is formed and the national council is formed we do not get a duplication of effort and become competitive for turf that we traditionally want to do when new bills are introduced.

I would suggest that we utilize for our research prison inmates that are already incarcerated, in particular, the juveniles. A high majority of the prison adults have come through the juvenile system. It is sad to think that the big graduation is from juvenile to adult systems. I participate in many juvenile graduations and I have had juvenile offenders ask me how it is to spend time at Menard Correctional Center. Knowing that this is a cool place today, compared to a maximum security prison.

We need to reach those in prison that have severe reading problems. Many an inmate comes into the prison system with less than a third grade reading level. We must face literacy first at the local level though. Being a high school board member at Vienna High School, I see the illiteracy problem is highly present at our high school setting. I think in your research bill we need to look at kindergarten and the preschool levels. Your Act does provide for starting a target potential illiterate group at an age from birth to age of 3.

Incentives need to be placed for those working in a literacy program. It has already been eluded to today that money may talk.

Senator **Simon**. May I interrupt just for a moment? And if I can go off the record here for just a second.

(Off the record.)

Senator **Simon**. Excuse me for interrupting you here.

Mr. **Black**. That is okay, Senator. I agree wholeheartedly and when people like this testify it wants to make you cry. They have done an outstanding job.

The National Correctional Education Association would add some recommendations that we build the motivation for requests for proposals, and we call that training industry education, to get involved with the work place literacy, and that is part of the Elimination Act of 1989. Work place can be anywhere in a school system, a prison work program, a prison industry program that can help combat illiteracy. Although industry wants to make money, the corrections, my position with correctional education is if we use prison industries to show the initiative and show the desires and the need for an individual to read and write, we can put them out motivated and they can become tax paying citizens.

The average cost of incarceration being anywhere from $16,000 to $25,000. We can change that cost to be a cost savings, and this person can go back to the streets with saleable skills.

Another part of your bill, the students for literacy college work study programs. We have had volunteers within the prison system, we have had students come into the program, but this is strictly a mandate approach. I think we have already heard today that we need employed staff, we need coordination with it.

The other side of the incarceration part is the probationer. During the past three years I have done a research project with Pope and Johnson County in rural Southern Illinois. The Judge sentenced a probationer to my career assessment program. The first request that I asked the Judge to do is bring the family together. If it is a man we bring the wife and the children. We work with the churches, the community, do career assessment and the Judge says if you complete 80 percent of the requirements you can work your way off probation. We have lost one person out of 30 over the two year period to the prison system. That is more of a personal touch and I would commend the chemical companies slogan that I read the other day, they said, "We are making America beautiful one lawn at a time". I feel like we can accomplish illiteracy one person at a time. So the work I have done with probationers in those two counties has proven very successful.

We have found that the mother and father, can neither one read and they brought in children with them that could not read nor write. Working with the churches and community organizations and civic clubs, as volunteers, we did accomplish something in that never has been done before. I again stress this is a bandaid approach.

In summary, I would like to recommend that through the National Correctional Education Association, through the HR-7 or whatever it comes out to be, we look, and the JTPA Bill, we look at these three areas, see how they can be combined and that we do not lose sight of the criminal offender due to the fact of the illiteracy that they had when they got in prison.

It is the end of the road. I would strongly encourage the money be spent at preschool, early level, but the fact is we have one million people incarcerated, the fact is 95 percent of those are going to go back to the streets within three years and if we do not change their habits, desires to want to go back to a literacy program on the street that has got some merit to it, we are going to stay during the 1990's in the same mode that we are.

I did not mention earlier, but a fine example that is used at Vienna Correctional Center is the Alcohol Fuels Training Program. It is a little different than most prisons, we make legal ethanol at the prison through research grants and corn, but the students that are illiterate have an opportunity to go to that plant and learn manufacturing processes on a daily basis, build a resume and one of them made a statement to me, he said, he called it a resume when he came in but he said, "Now I can even spell resume. I can apply for a job. I can look people in the eye and feel proud when I go back to Chicago. And if I go to Cabrini Green I can do some work in that area." So that is one good example, I think, of industry working with education.

It is my hope and desires that we, as citizens of this United States, can help the under privileged to become better readers, efficient in math, and become worthwhile employees and citizens of our society.

Thank you very much.

[The prepared statement of Mr. Black follows:]

PREPARED STATEMENT OF HARTZEL L. BLACK

It is indeed an honor to be testify before you today, Senator Simon. It is a pleasure for a rural Southern Illinoisan, who is familiar with your Makanda home and who recalls many visits with you at storefront operations in Southern Illinois. We, being born and raised in Southern Illinois, have had the opportunity to understand problems and challenges that illiteracy has placed upon our communities.

Representing the National Correctional Education Association, I will be explaining points that the association would like to see infused in the "Illiteracy Elimination Act of 1989", as well as, personal comments relating to the bill.

As we look at illiteracy in the correctional setting thoughout America, we find that 75% of the population is illiterate. This percentage represents, in most cases, a culmination of elementary or high school dropouts and primarily unemployed individuals. The majority of the prison population is a result of a poor family background, the absence of a family unit, poor environment, low income, and undesirable living conditions. Parents of the incarcerated, in general, are illiterate. If we continue breed illiterates, what can we expect? It is time for our Nation to wake up and face the illiteracy problem before we have only two sectors of society, 1) the minority group being employed and possessing good reading and mathematical computation skills, and 2) those that remain unemployed, remain illiterate, are in and out of prison, and on the welfare roles; thus the rich will continue to support the poor.

Senator Simon, I feel this bill contains positive components to help combat many of the nation's illiteracy problems. Within the Illiteracy Elimination Act, I do not specifically see provisions for illiteracy problems within corrections. As a correctional consultant, I have found that communities want to send people to prison an throw away the key. We are not seeing enough quality transitional programs designed to prepare for the successful release of the incarcerated or post-release programs for new parolees returning to society with marketable skills or with the ability to read and perform basic mathematic computation. For that reason, it would be beneficial to see the bill expanded to include grants, available to community colleges or adult education service centers, designed specifically to focus on successful reintegration of literate ex-offenders into society and provide for post-release programming.

The six titles proposed in the Illiteracy Elimination Act of 1989 are outstanding and correctional education could fall within many of these titles. The Literacy Coordination and Research portion of the bill is without question. A definite need exists for a center and a council for literacy coordination at the federal level. Prior to the introduction of this bill, I would strongly recommend researching the national correctional education office, the office within the U.S. Department of Education that handles correctional vocational education and special education, and the position in this federal cabinet council for the feasibility of a joint nationwide dissemination effort. The research needed can be performed by utilization of inmates in prisons, work release centers, and in particular, juvenile facilities.

Serving as a correctional consultant in several states throughout the United States, I have found a high majority of the adult correctional population has progressed through the juvenile system. It is sad to think that the big graduation has to be from juvenile corrections to adult corrections. Many times, individuals reach adult prisons still functionally illiterate and are no better off when first incarcerated as a juvenile. Their reading skills and math skills are still very low. Many individuals cannot read above the third grade level when they are received in the adult prisons.

We must face the illiteracy problem at the beginning. As a board member of the local high school in Vienna, Illinois, illiteracy is present at the high school level. A need also exists for research in the secondary schools, but the vast majority of the research should begin at the kindergarten and pre-school levels. Various titles of the Illiteracy Elimination Act include starting at the age of three or even prior with the development of programs targeting potential illiterates.

Correctional education throughout America must provide incentives in programming to develop a desire to learn. One area presented in the Illiteracy Elimination Act concerns workforce literacy. As a training, industry and education consultant, I feel prisons need to establish industry programs which utilize knowledge and skills obtained in vocational and academic training. If the incarcerated understand they are required to function at a specific level in order to qualify for incentives, generally money, they are motivated to become proficient. They will see the need to upgrade their reading and math skills and become knowledgeable of workforce expectations. If we can utilize correctional industries and the educational programs within our prisons to build a unified educational plan for each offender, we can help solve a portion of the illiteracy problem. It the recommendation of the National Correctional Education Association that requests for proposals for correctional incentive programs be included in this bill for prisons that are willing to conduct training, industry and education programs to provide inmate incentive programs specifically designed to target illiteracy. Prisons traditionally strive to get the best competent workers within their correctional industries. This is human nature. If we are to combat illiteracy, we must provide better assessment, actual work experience, workforce literacy training and even an employer incentive for assisting in our conserted effort to overcome some of the illiteracy problems of those returning to public/private sector employment.

There would be no better place than the prison industry and work programs within our prisons to teach literacy skills. Although utilizing offenders with less than above average skills may slow production and even affect the profits of industries or correctional facilities, if this process proves to be successful and the offender does not return to the correctional system after release, there is an average annual cost savings to the taxpayers of $16,000 - $25,000. If offenders are released as illiterates, chances are that they will return to the correctional system, thus creating an annual cost to the taxpayers of $16,000 - $25,000 each. With pilot funding to provide workforce literacy in corrections, the recidivism problems could be reduced.

Prisons could also fall into the category of the Illiteracy Elimination Act which include the Students for Literacy, the College Work Study Program. Those contracting with community colleges could allocate a certain dollar amount to utilize prisoners as competent volunteers or student workers for a less expensive rate and train these volunteers and workers to serve as literacy instructors or literacy tutors within the prison system. Many prisons throughout America utilize volunteers for literacy training; however, a drawback is one inmate teaching another inmate has not proven to be very successful. Some states can point to certain pilot programs where higher education levels were achieved through the use of inmate volunteers. However, this seems to be a band-aid approach. I would strongly advocate utilizing an organized volunteer program for the inmates that meets the criteria as volunteers for literacy tutors and have staff in charge for the organized training. Although Volunteers of America from the streets go into the prisons to do literacy training, it is still conducted on a hit and miss basis. To my knowledge, a volunteer literacy program does not exist in the correctional system throughout America. Many community people are willing to help. However, due to the lack of funding and the leadership required to coordinate such a program on a daily basis, organized volunteer literacy training programs have not been possible.

Although most of this testimony has been centered around the incarcerated, I have had experience dealing with probationers. During the past three years, I have conducted a research project utilizing the 1% Carl Perkins Set Aside Funds for Corrections in Johnson and Pope Counties in Southern Illinois. The judges working with this project sentence an individual to the alternative to incarceration program. This program provides individual counseling and career assessment for each probationer. This research project indicates that by dealing with the family, as a whole, some of the illiteracy and motivational problems that have existed can be overcome and not result in a prison sentence. Families for Literacy is a very important component of this bill. One of the first projects I operated with a Judge in Pope County, began with a probation call. Family members were encouraged to attend with the probationer. During the probation call, the Judge sentenced each probationer to the project. The probationer and family members worked together with a educational counselor to develop a career plan for the entire family. In many cases following assessment, we found that the father and/or mother could not read. Knowing this, they would have four or five non-reading children. Development of reading skills should start in the home at a very early age in order to prevent children from entering elementary schools without reading skills. Community organizations and churches became involved to help overcome some of the illiteracy problems and raise the educational levels of the parents, as well as, the children. As a result of this project, several families have now achieved a GED, obtained vocational trades and have never committed an additional crime. While parents attended GED and/or vocational classes, children became involved in educational and community projects or a sunday school class or teacher at a local church where constructive and creative thinking skills were taught. This project was accomplished on very limited funds and should be considered throughout America as one way of solving a portion of the illiteracy problems, as well as, solving some of the overcrowding in prisons. Probation is a viable means to keep the people in the county and in an educational and/or work environment. Therefore, I would strongly encourage expansion of the Families for Literacy to include probationers and their families.

In summary, Senator Simon, it has been a pleasure to address the literacy problem for the incarcerated. As previously stated, 75% of those incarcerated are illiterate; all of which are not motivated, were not motivated on the streets or upon entering the prison system. Due to the short time an individual is in the prison system it is impossible to accomplish the literacy goal of changing the individual to a literate member of society. Corrections can be the turning point in an individual's life to begin the process of developing literacy skills that should be continued upon release. Speaking on behalf of the National Correctional Education Association, we feel that the correctional education system should be provided with necessary funding and mandates to entice the juvenile or adult offender within the prison system to upgrade their education and to begin a transition and literacy program. As the offender leaves the prison system they, can then continue transition and literacy training on the outside. Our second recommendation is to look very strongly at the probation system to see how it can tie into literacy training, industry training, and workforce literacy. For a small dollar amount, we can change a portion of the illiteracy in this nation by working with the criminal justice system. We strongly encourage a review of the correctional industries system and tie correctional education and industry together. A prime example which was overlooked earlier in this testimony, is the Alcohol Fuels Training Program presently conducted at the Vienna Correctional Center. This program has been an outstanding vehicle for inmates of that center to recognize the need to develop math and reading skills in addition to learning the manufacturing processes of an alcohol plant. Students are also involved in a research project presently being conducted in alcohol by-product utilization. This research also requires students to read and perform math computations. I feel this process is directly in line with a portion of HR7 and a portion of the Illiteracy Elimination Act of 1989.

I want to thank you for the opportunity to present this testimony and it is my hope and desire that jointly we, as citizens of this United States of America, can help the underprivileged, those less fortunate than we, to become better readers, to become proficient in math, to become worthwhile employees, and to become very productive citizens of society. Thank you.

Senator **Simon**. I thank you very much. If you have whoever is the Director of the National Corrections Association touch base with Pat Fahy and just suggest very concrete terms what you would like to have included, I would appreciate it. Because I think——

Mr. **Black**. I think Pat and I know the same person and we can handle that.

Senator **Simon**. Because I do think it is important that that be included. It is not included now. Let me ask this question of both you and Ms. Lopez. Does the Adult Education Program work with the correctional program at all?

Ms. **Lopez**. Yes, we do. We do fund the Department of Corrections in Illinois, as well as the Pace Correctional Institution in Chicago and others. And under the Adult Education Act there is a requirement that at least 10 percent of the funds go to institutionalized. So we are doing that. But it is not enough either.

Senator **Simon**. It is just generally true that if you go into prison without the ability to read and write in this nation, you come out without the ability to read and write.

Mr. **Black**. Several states have proposed legislation that no read, no parole. Well, I do not know. These people here, if we said you have got to do it, at their age, they are probably going to rebel. No, I do not have to do it. I have got to want to do it. And that is why we are finding in several states about the mandatory education.

Senator **Simon**. And it is not working?

Mr. **Black**. Not in my opinion. You may go to that state and they say yes it is working. Illinois has a law that if you are reading below the sixth grade level when you get in prison you must go to school for 90 days for 90 minutes a day. It has motivated a few to get in school, to stay in school. But when we are dealing with the average age of 25 to 30 years of age, we got to start with motivation and desire without our own life. And to impose upon them that you must do this they are going to rebel. So we are looking at it from a different angle. We are looking at money, a small token in prison that would buy something for the individual, means a lot. A lot of states are not paying anything, and that is debatable. You commit a crime you pay for it. But the cost of the crime when we come out, the cost of probation and all that is just astronomical when we look at the cost of prisons.

Around the country I would say just about every state this year has proposed a new prison, if not three or four. So you can see we are going to put them all in one building and if we do not attack it that is going to expand. I prefer that probation, of putting the money in a probation type setting, getting the volunteers, putting some money with the volunteers, but have an organized program and not just a mandate approach to that.

Senator **Simon**. When you say probation you are talking about halfway houses or are you talking about when they are actually—when the people are actually out on parole?

Mr. **Black**. They can be on parole but there has got to be work programs. The best programs we had in Southern Illinois years ago was the JTPA Public Service Employment. If they were on probation we had a place to grab a few bucks and say, all right, you get to work. We are going to study the work ethic, got to go to school a certain amount of time. Now, if they are low income and they are on probation we can say you have got to go to school full time, but there is no way to make any cash for the person, unless the county would subsidize.

Senator **Simon**. So we need a public—the CETA program is what you were referring to in this instance.

Mr. **Black**. The CETA program, public service employment. It was the way we handled it, Southern five counties at that time, you were down at some hearings there. We used it with an education component, and if a person was tested and they couldn't read or write above a sixth grade reading level, we built in an educational component with that. But they made some money.

Now if you have to go to school full time, you do not make any money, you are not too motivated. So it doesn't take you too long until you are going to drop out of school and you are not going to make you some money, and you are going to steal some. So we have got to look at being able to subsidize just a little bit, whether it is a prisoner or whether it is someone on probation or whether they are going to SIU. They need a little bit of money because they are generally from poor families. We say we will educate the poor, you meet the criteria. And your work study bill I would add in there that you leave that, but you also leave some room for the ones going to college that are from middle income family types that will do volunteer work in prisons and will do volunteer work in the communities because it is all geared to just the poor, but they have got to go to school. Very hard to get them to work except the 2-B program. And I think your 2-B year round program will help, but is targeted to 21 and under. We are dealing with—I do not know how old you are, but you are over 21, Al, aren't you?

Mr. **Kruczek**. Twenty-five.

Mr. **Black**. Twenty-five.

Senator **Simon**. Let me just add my—I am used to and I still occasionally do this when I have time. I used to drop in unannounced at various institutions. I found you got a very different kind of a reception when they did not know you were coming. But this is the Vandalia State Prison, this is probably 20 years ago now. Dropped in, the day I was there they had 839 prisoners. I said I wanted to visit their educational facilities. They took me down to a classroom in the basement, it had 18 desks. And I said, "Who teaches here?" And they said, "Well, we have one prisoner with a Bachelor's Degree and the Assistant County Superintendent of Schools comes in here on Tuesday nights." That is probably an extreme example, but we have to do better than that.

One of the things that I have a Job Training Partnership Act bill that I think is going to pass, we will be voting on it very shortly in the Senate, that gives priority to people for the Job Training Program for people who are on parole. So that we can give people a chance to lead constructive lives.

[Additional material supplied for the record follows:]

PREPARED STATEMENT OF THEODORE C. LANDSMARK

Mr. Chairman,

On behalf of the City of Boston, I am pleased to submit testimony for the record at today's hearing on illiteracy in America.

We applaud your long-standing commitment to advancing adult literacy and your leadership in holding these hearings in preparation for introduction of the "Illiteracy Elimination Act of 1989."

When one thinks of adult literacy programs, one may think of funding a cadre of volunteers who -- after a brief training program -- will commit a few hours each week to help someone read. In Boston, we understand the critically important role of volunteers in adult literacy training, but our volunteers do not play the lead role in teaching adults how to read. We believe adult literacy programs should be taught by professionals. That is the message I bring to you today.

Federal funds for adult literacy programs should be earmarked for community-based programs that rely on trained teachers for their core educational programs because of the documented effectiveness in reaching and teaching adults through professional-based programs.

Now, as you are developing new Federal literacy legislation, is the opportune time to examine the effectiveness of professionally staffed literacy programs which are enhanced through the use of volunteers. As you work to develop this legislation, I urge you to look to the Literacy Challenge Grants as a vehicle to foster professional-based adult literacy programs, rather than exclude such programs from potential funding sources.

In 1983 the City of Boston made a $1-million commitment to adult literacy. After extensive research and planning, we chose a community-based model that depends on trained teachers for core educational programs and relies on volunteer tutors to supplement classroom instruction.

Boston has continued its commitment to curbing adult illiteracy. Using Community Development Block Grant and state funds in FY90 (July 1989 to June 1990) we will fund 17 community-based literacy programs which will serve more than 1,500 adults who want to learn to read. Each of these programs has a waiting list of approximately 125 people.

Boston's community based programs are supported by the Adult Literacy Resource Institute (ALRI) which the City helped to establish and continues to fund. The ALRI houses a library and offers technical assistance in the form of workshops, sharing sessions, and on-site consulting on educational issues to all our programs. Volunteers are recruited, trained and placed with community based programs through the ALRI. Also, the State's Commonwealth Literacy Campaign provides volunteer supervisors and volunteers to supplement the work of professional staffs in eight of Boston's programs.

Through our experience in developing and supporting successful adult literacy programs in Boston, we offer the following observations:

* Illiteracy is a serious problem requiring serious solutions. While volunteers are a critically important component of our educational programs, we have not found volunteers to be effective as the principal means of addressing adult illiteracy.

* Teaching adults to read and write requires significant professional preparation. The scope of the task requires making up for more than 12 years of lost education -- it requires overcoming a history of academic failure. Adult literacy is a professional field and should be recognized as such, rather than as an endeavor best handled by volunteers with an average of 16 hours of training.

* Adult literacy programs need a steady source of funding so that they may provide a systematic response. Investing solely in volunteer efforts undermines the development of professionally-staffed programs.

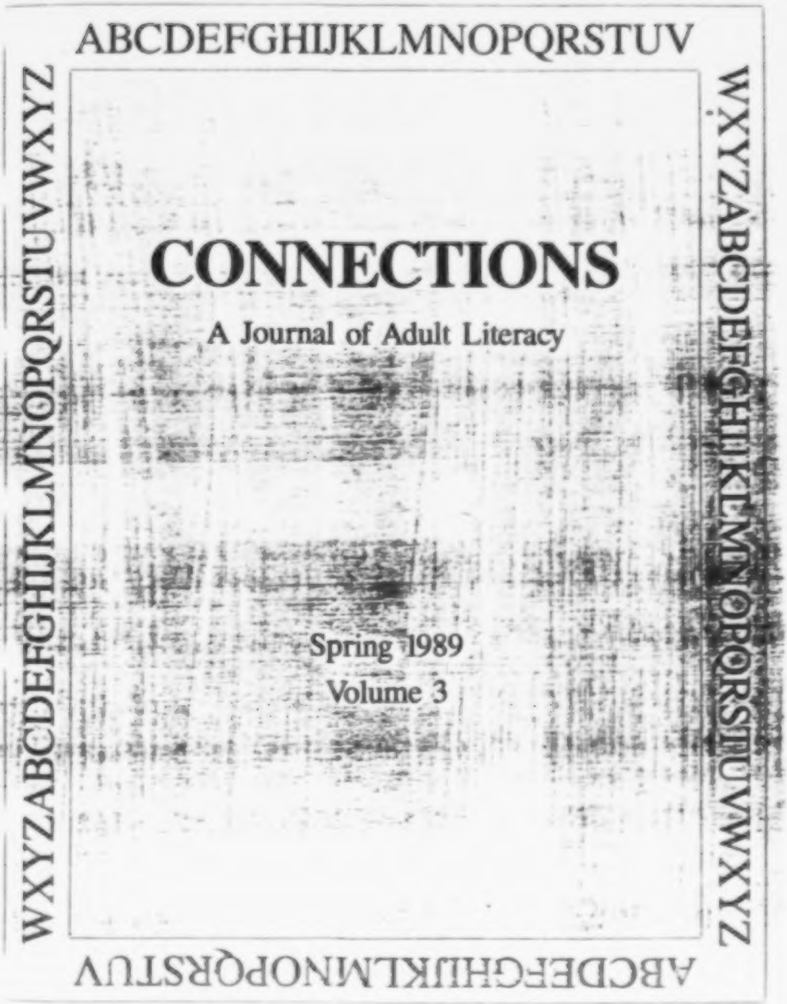
* Professional-based literacy programs provide the consistency which is so important for the progress of the student and which is almost impossible to provide with volunteer-based programs. Simply put, getting assigned a new "volunteer teacher" every four, or six or eight months does little to encourage someone to stick with the extremely difficult challenge of learning to read.

* Volunteer support for adult literacy programs is essential. Volunteer tutors are a highly effective supplement to professionally taught classroom instruction but, to develop tutoring skills and sustain interest, volunteers need the opportunity to learn from professionals.

We consider volunteers to be a valuable resource and recognize the tremendous contribution they have made and will continue to make. But, just as we would not rely on volunteers to teach our children in the classroom, we should not rely only on volunteers to teach our adults.

We invite you and the Members of your Subcommittee to come to Boston, visit our programs and talk with our students, teachers and volunteers. (Attached for your information is an article about the Boston Adult Literacy Initiative.) We also ask that, as you work to enact Federal literacy legislation, you keep in mind the value of the professional-based model for literacy education.

Thank you.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CONNECTIONS

A Journal of Adult Literacy

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Connections: A Journal of Adult Literacy

Connections is a publication of the Adult Literacy Resource Institute, a joint project of Roxbury Community College and the University of Massachusetts /Boston, with partial funding from the Boston Mayor's Office of Jobs and Community Services. The A.L.R.I. was created in 1983 as part of the Boston Adult Literacy initiative. The purpose of the A.L.R.I. is to provide training, technical assistance and other resources to Boston-area adult basic education programs. We are located at 241 St. Botolph Street in Boston, but our mailing address is: Adult Literacy Resource Institute, c/o Roxbury Community College, 1234 Columbus Avenue, Boston, MA 02120-3400. Our phone number is (617) 424-7947.

Connections is intended to provide an opportunity for adult educators, particularly those in the Boston area, to communicate with colleagues, both locally and nationwide. Adult literacy/adult basic education practitioners need a forum to express their ideas and concerns and to describe their students, their programs, and their own accomplishments; we are glad to be able to continue providing this opportunity.

We welcome your reactions to this journal or to any of the articles in it. We also want to strongly encourage teachers, counselors, administrators, aides, volunteers, students — everyone involved in this field — to think about sharing your experiences, your ideas, your problems and solutions with others by writing for the next issue of *Connections*. Please contact us; we'd be glad to talk with you about your ideas for an article.

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The Boston Adult Literacy Initiative: Moving Beyond Initiative

by Silja Kallenbach

I recently had an opportunity to compare notes with colleagues in Houston. After my presentation on the Boston Adult Literacy Initiative (ALI), the president of Houston's mayoral READ Commission commented on how unrealistic and inconceivable it was for Houston to attempt to replicate the ALI model. He proceeded to ask that I not focus on public sector involvement in the ALI in my subsequent talk. As I tried to revise my presentation, I realized I would have very little to say.

My visit to Houston confirmed what I had noticed during previous encounters with adult literacy contacts in other cities and states. Boston's experience with and approach to adult literacy education is, if not unique, shared by less than a handful of other places in the U.S., most notably New York City. It is an approach that would not have been possible without the over one million dollars in federal Community Development Block Grant funds the City of Boston dedicated to it on an annual basis from 1983-1986.

The Boston Adult Literacy Initiative Begins

The story of the Boston ALI starts in the early 1980's. The 1980 census statistics which showed that one out of every three Boston adults did not have a high school diploma painted a picture of Boston that was in discord with its image as a cradle of higher education. This image was also inconsistent with the poverty statistics for the city, which showed 42% of the state's poor residing in Boston. Thousands of disenfranchised adults were living within the shadows of the city's rapidly multiplying high-rises, condominiums and offices, locked out of benefits or participation in the city's prosperity. A lack of basic skills in reading, writing and math precluded many adults from even attempting to improve their circumstances. The city's skills training system was reaching only a small number of these adults. Many could not pass the training program entrance tests; most would not even attempt to do so. The desire to address this situation led to a vision of a comprehensive education and training system which adults could access at the most basic level and progress through to training and economic self-sufficiency.

To carry out its vision, Boston created the Boston Adult Literacy Initiative, sponsored by the Mayor's Office of Jobs and Community Services (JCS). Based on months of planning, community meetings and consultations with experts in the field, the city decided on a model and basic principles for its ambitious undertaking. The chosen model differed from many others nationally in that it called for the establishment of learning centers with teachers and support staff and a resource center to provide staff development and technical assistance. It was not a volunteer-based model. The ALI was to take adult literacy education far beyond tutoring reading. The program design required a minimum of eight hours of instruction per week per student. It also included supplemental tutoring by volunteers recruited and trained by the resource center.

Another characteristic that unifies ALI programs was that they were all community-based. They not only operated in the community from which they recruited students, but they also actively cultivated their ties to those communities. Some programs interpreted their mission more broadly than others, but all were rooted in their respective communities. For many programs the importance of community orientation went far beyond practicality for recruitment. They viewed themselves as a dimension of community development and a means of empowerment of not just individuals, but of entire communities. Much to its credit the city favored this type of orientation in its planning and funding decisions.

Initial funding decisions were based on the quality of the proposed program design, as well as service to the city's major linguistic minorities, public housing residents and low-income adults across Boston neighborhoods. These decisions gave birth to several new adult literacy programs and a vital boost to others already in existence. The city was willing to take the risk of supporting promising grassroots learning centers that did not yet have a solid track record and might have even professed a very progressive ideology.

Through a highly competitive process, 14 programs were initially chosen for membership in the ALI in 1983, out of 50 applicants.

The ALI model also included funding for a resource center and an External (high school) Diploma Program in partnership with the Boston Public Schools. The External Diploma Program marked the first occasion for the Boston Public Schools to formally associate with alternative, community-based learning centers. The resource center grant was awarded to the Adult Literacy Resource Institute, which is co-sponsored by Roxbury Community College and the University of Massachusetts/Boston. The Resource Institute became the second organization of its kind in the country. (The first was the Literacy Assistance Center in New York City.) Its mission was to provide technical assistance and staff development opportunities to the ALI learning centers, to set up a resource library, and to recruit, train and place volunteers. This mission has since expanded to include many exciting special projects, such as teacher training to teach critical thinking skills, the publishing of student writings, and the revision of the Massachusetts driver education manual.

Program and Student Diversity

From its inception, diversity of programs has been a trademark of the ALI. Each learning center has its unique characteristics and strengths. At ABCD, adults and youth attend classes side by side, and transition classes help students make their program entry and exit more successful. At Alianza Hispana, students study basic skills in Spanish along with English as a Second Language (ESL). Cardinal Cushing Center's ESL students can also take elective courses, including learning English through photography and, soon, video. The Charlestown Community School has developed an External Diploma Program (EDP) for mothers who are public housing residents in coordination with Head Start. At Condon Community School students find a three track GED program designed for varying learning paces and skill levels.

The Indochinese students at East Boston Community School are drawn into planning and evaluating the program through dedicated Khmer and Vietnamese bilingual workers. At the Haitian Multi-Service Center, Haitian college student interns receive training in ESL teaching, and the students have the option of also studying math and Creole. The Jackson/Mann Community School gives its students a rare opportunity to enroll in a Next Step vocational readiness course after they have received their GED's; students also participate actively in program planning and administration at Jackson/Mann. At Jamaica Plain Community School, students have access to free child care and van transportation. The students who complete ESL instruction at the Jewish Vocational Service's Indochinese Literacy Program can continue to JVS's unique diploma program — the only such program in the city that caters to non-native speakers of English.

At Mujeres Unidas en Accion, Latina women find extensive support services, their peers on the staff and and the Board of Directors, and a collective inviting their full participation in all facets of program operations. The Quincy School Community Council's ESL program in Chinatown follows a self-developed Cantonese-English curriculum. There, as well as at United South End Settlements, a computer resource lab is integrated into the program. At WAITT House in Roxbury, a career assessment and counseling component helps students make informed decisions about their next steps. The mostly Arabic students of Washington Hill Community Association are drawn in to participate in social activities in their new community. Women find a supportive learning environment at WEAVE/YWCA.

Together these programs served 1,841 adults in fiscal year 1988, of whom slightly over 50% were ESL students and the rest ABE and EDP or GED students. Most were low-income (75%) and women (66%). People of color were in the majority at 74%. The average length of stay in the programs was 8.2 months. Through its automated student records processing, the ALI has been able to amass quite extensive data about the demographic characteristics of its students as well as their reasons for leaving the program and the progress they made. This data informs program planning at JCS.

In FY '88, 20% of those who terminated obtained a high school diploma (EDP) or a GED certificate; 27% completed the next highest level in ESL and ABE; 20% entered a vocational training program or college and 20% left to take a job, for better or for worse as far as their education is concerned; 38% had left before completing their studies because they either moved, had health, family, child care or scheduling problems or simply lost interest.

The educational progress data for these students is still being aggregated by the funding agency. Of course, the actual scope of learning and accomplishments that took place for the individual students is far more extensive and fascinating. I know this anecdotally. However, until we fully document (hopefully in a participatory manner) the how and what of the ALI, that information will not be available. This project has been on the ALI's agenda for a few years now, but it has yet to be realized. The ALI has a wealth of experiences and practices to share with the rest of the world, if only time and resources permitted their documentation.

Some of the partnerships the ALI has forged are also worthy of documentation. In addition to the ones I have already mentioned, the ALI's partnership with the Boston Housing Authority (BHA) has been exemplary in many respects. For the past three years, the BHA has allocated $100,000 through a competitive bidding process to ALI programs to expand and enhance literary services to public housing residents. Last year, for example, these supplemental grants enabled six ALI learning centers to hire Community Teacher Aides or run a satellite program for BHA mothers or do outreach in specific developments or provide van transportation in the evenings. These grants have shown that little funding can go a long way if there already is a good core program.

Assumptions and Expectations

While many of the operating principles set up by the city were commendable, some of the underlying assumptions were, at best, unexamined. The most prominent and troublesome of them has been the notion that adult literacy education would quite automatically lead adults to employment and training. The fact that roughly one half of the students attending ALI programs already had jobs and could not afford to quit those jobs to enroll in a training program that might lead to a better job was not factored into the expectations, until recently. The extensive academic, vocational and psychological preparation adults generally need in order to take the next step and the corresponding costs of providing that preparation largely escaped the funders' attention.

The interconnectedness between adult literacy and a whole host of far less solvable problems that affect our students' lives and get in the way of the best ambitions is also not a negligible factor. The drug war going on in Roxbury alone is capable of stopping many adults in their tracks. Boston's housing crisis has led other adult literacy students to transiency and homelessness. A dose of adult literacy will not do away with these problems. I say that, not because I don't believe in the tremendous transformative powers of adult literacy education, but because it seems that those who control the resources for it often have very unrealistic expectations and time frames.

Perhaps it is more fair to say that most funders have tended to expect results from adult literacy programs similar to those they expect from their vocational training counterparts — namely, entrance into jobs. In this respect, the Boston ALI has begun to move away from such narrow and often inappropriate focus. The ALI performance measures were revised for FY '89 based on the recommendations of a task force that included six program operators and me. While there is still plenty of room for improvement, we all agreed that the revisions were a step in the right direction. For example, rather than simply counting job entries, we introduced a new optional performance category for the attainment of "Career Enhancement Activities." These are activities that were already a part of the curriculum in most programs and that prepare adults to make more informed career decisions and aim to improve their understanding of job-search-related issues. The completion of six of the 13 activities constitutes a positive outcome.

In this era of accountability, we hardly have an option to not track outcomes and program performance in myriad ways. It is almost perverse how strictly adult literacy education — this least funded and most marginal branch of education — is held accountable for its performance.

In grappling with the dilemma of performance standards, we spent considerable time and resources in designing our own benchmarks to measure students' educational progress, rather than going with standardized testing. Program operators have played a key role in this process and their expertise and participation were critical in charting new directions for the ALI.

Indeed, there is nothing basic about Adult Basic Education. It is as complex a branch of education as any, but one we know little about. We know a lot about how children acquire literacy but relatively little has been done to understand how adults learn these skills. We have yet to figure out what really constitutes success for adult literacy programs: is it purely academic progress or does it also include attaining personal goals, such as getting a driver's license or learning how to deal with your child's school more effectively, or getting a job? The question of how to measure adult literacy programs' effectiveness is being discussed in adult literacy circles throughout the country. Yet very few people claim to be satisfied with the answers they have come up with.

In recent years, the role of affective areas of learning in the acquisition and application of literacy skills has received increasing recognition. After all, what good are the skills if you do not have the confidence to apply them and have a sense of dignity and self-worth? For many adults, the realization that they are intelligent and very capable of learning has been one of their greatest learning experiences. These accomplishments do not show up in any performance measures I have seen.

Considering that the ALI is a network that was created top-down and is bound together by a common funding source, I have been impressed by the degree of cooperation and coordination among the programs. Cross-referrals, consultations, classes visiting each other and, on a few occasions, joint proposals, exemplify the cooperative spirit among these programs. This cohesion has also expressed itself in assertive advocacy for changes in certain policies and performance measures and, most recently, for a role in the hiring of the current ALI director.

Coming Together

On May 14, 1988, the ALI programs reinforced their ties and unity in an all-day ALI conference. Nearly 200 students and staff members attended this "ALI Day" on a beautiful spring Saturday. The planning team included students and staff from various programs and backgrounds. Never before had students and staff members from so many different ALI programs come together to discuss issues of common concern, never mind planning an event of this nature or magnitude. (I often wondered why we didn't do this earlier.) One member of the planning group felt that the planning process in itself would have made the day worthwhile even if nothing happened. A lot happened.

Ten workshops were held in the morning with topics ranging from domestic violence and parenting to immigration and job training options. During a sumptuous, partially potluck lunch, we were entertained by Puerto Rican singing, an Arabic fortuneteller and a Cambodian fashion show. A student from the Haitian Center presented the center with a painting and talked about the aspects of Haitian culture it represented. Five brave students read their own poetry or prose which was soon to be published. A panel of program representatives shared with the others how they were trying to promote community control in their programs. A student-written play about AIDS (in Spanish) had us laughing in spite of the serious subject.

For the most part, the day seemingly had little to do with adult literacy. Arabic fortunetelling and domestic violence do not appear on the surface to exactly relate to education. Yet, they do — they are prime examples of the breadth adult literacy education has to assume to be meaningful to the adults who enroll in our programs and to enable them to be who they are with dignity. The singing, poetry and paintings gave us a glimpse of our students' creative talent. The connections between creative thinking, the arts and adult basic education are beginning to be explored by some ALI programs. This is still mostly uncharted, but potentially powerful territory, if it can find broader support.

The ALI Day was a refreshing change from the other occasions on which the programs and their students have come together under the ALI "banner," for these had been mostly limited to rallies and testimonies at hearings to obtain continued funding. In 1986, the ALI faced virtual extinction under the cumulative impact of federal budget cuts that affected the ALI's main funding source, the CDBG funds. The ALI programs were about to grind to a halt unless the state legislature would provide at least 50% of the funding. At the eleventh hour, funding was appropriated to the tune of $850,000. This enabled the programs to maintain their operations, albeit, as usual, without any across the board cost of living adjustments.

Conclusion

Thus far, the ALI has been able to hang on to its annual state allocation, although each year the programs are held in suspense, typically until one month or less before the new fiscal year. In retrospect, one might conclude that the ALI has enjoyed relative stability. In reality, hundreds of students, teachers and other program staff spend the latter part of each fiscal year with a sense of insecurity about their program's future. In my mind, real stability would imply that as long as you are doing a good job and the need is there, you can expect to be supported as a program. Not so — witness the recent loss of Gateway Cities funding of which over 20% is used to fund ESL education in Boston.

I have not yet seen many indications that we can rest assured of some real, i.e. sustained and reality-based, commitment to keeping the ALI or adult literacy education overall alive. I hope that I am proven wrong, but what I see is that in Massachusetts the field is as marginal as ever and, in fact, a few million dollars poorer in FY 89 than the year before, statewide. Despite the fact that adult literacy services are more developed in Boston than in many other cities in the country, we are still far from meeting the need. We have not done away with waiting lists for classes at almost all ALI programs, inadequate facilities and shamefully low salaries. I wonder how many legislative breakfasts, briefings, bulletins and hearings it will take to really touch the consciousness of those who control the resources.

Silja Kallenbach is currently associate director of the Boston Adult Literacy Fund. She was the director of the Boston Adult Literacy Initiative at the Mayor's Office of Jobs and Community Services from 1985 to 1988. She went to the ALI after five years of program development at Mujeres Unidas en Accion, a community-based learning center for Latina women.

RAYMOND L. FLYNN, MAYOR

MAYOR'S OFFICE OF JOBS AND COMMUNITY SERVICES

July 3, 1989

Senator Paul Simon
U.S. Senate
Dirksen Building, Room SD-462
Washington, DC 20510

Dear Senator Simon:

We applaud the commitment to adult literacy you have shown in introducing the Illiteracy Elimination Act of 1990.

The City of Boston has been a leader in the development of a comprehensive adult literacy service delivery system, beginning with the establishment of the Boston Adult Literacy Initiative in 1983. Since its inception, we have served more than 8,000 adult learners in English as a Second Language programs and in adult basic education programs terminating in a high school credential.

We are pleased to submit testimony that draws upon this experience. We are advocating that a greater share of funds for adult literacy programs be earmarked for community-based programs that rely on trained teachers for their core educational programs.

We invite you to visit the programs of the Adult Literacy Initiative and see for yourself the effectiveness of community-based programs staffed with professional teachers. Barbara Garner, Director of the Adult Literacy Initiative, is available to answer any questions you may have.

Sincerely,

Theodore C. Landsmark
Director

encl.

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Senator Simon. Let me thank all three of you again, not only for your testifying, but for your leadership. Our hearing stands adjourned.

(Whereupon, at 11:50 a.m., the subcommittee adjourned, subject to the call of the Chair.)

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